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ABSTRACT

Established in 1965, the Elementary and Secondary Education act (ESEA) offered federal support to schools in low-income communities. Over the years, Congress amended and expanded the Act seven times. Evaluations of ESEA indicate that funds are spread thinly, instead of being targeted where the needs are greatest. The traditional add-on programs supported under ESEA are not powerful enough to help America reach the National Education Goals. The United States Department of Education recommends here that when ESEA is reauthorized it must set five clear priorities: (1) high standards for all children, with the elements of education aligned, so that everything is working together to help all students reach those standards; (2) a focus on teaching and learning; (3) flexibility to stimulate local school-based and district initiative, coupled with responsibility for student performance; (4) links among schools, parents, and communities; and (5) resources targeted to where needs are greatest and in amounts sufficient to make a difference. A detailed description of the changes proposed is presented title by title and program by program: "Helping Children in Need Meet High Standards" (Title I); "Improving Teaching and Learning" (Title II); "Expanding Opportunities for Learning" (Title III); "Safe and Drug-Free Schools and Communities" (Title IV); "Promoting Equity" (Title V); "Indian Education" (Title VI); "Bilingual and Immigrant Education" (Title VII); "Impact Aid" (Title VIII); and "General Provisions" (Title IX). Each program section contains "what's new," "what we've learned," and "what we propose." Also discussed are amendments to the General Education Provisions Act, the Individuals with Disabilities Education Act, and the Stewart B. McKinney Homeless Act. The program sections are followed by a total of 96 notes.

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Improving America's Schools Act of 1993

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Reauthorization of the Elementary and
Secondary Education Act



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EA025 261

CREATING AN ETHIC OF LEARNING IN ONE SCHOOL

Teachers, parents, and community members have joined forces to make sure that every student at Parker Elementary School reaches high standards. They are pursuing and continually revising a comprehensive plan to make that happen, a plan they developed together three years ago. The plan spells out a role for everyone and everything in and around the school, including the role that federal funds from the Title I schoolwide program and the Safe and Drug-Free Schools program play in contributing to an effective learning environment. This school and the people in it are fictional. We offer them not as THE model or the "one best way" to create high-performance learning conditions. Rather, this vignette illustrates just one of *many* ways that comprehensive reform might be pursued under our proposal to reshape the Elementary and Secondary Education Act (ESEA), coupling federal efforts at school improvement with those at the local and state levels.

In a classroom at Parker Elementary School, Sonja Hernandez and two other 5th graders are poring over the batting record of home run king Willie Mays to answer a question:

What's the probability that Willie Mays, if given one more trip to the plate in 1965, would have slugged another home run? What's the likelihood that he would have walked? Hit a single, or got on base some other way?

Sonja and her colleagues punch calculators and jot notes that, after school at the learning center, they'll write up into draft reports detailing not only their predictions and how they arrived at them, but the underlying *assumptions*—whether Mays would face a left-handed pitcher, whether the game was at home or away, and whether there were runners on base. The complexity of this math problem is typical of real-life math problems found at home or on the job.

Tomorrow, they will present and defend their predictions before the entire class. Then a graduate student from the local university's computing department will key their work into a computer model, which may confirm it or suggest alternatives. With guidance from their English teacher, the trio will read each others' draft reports, suggest revisions, and then rework those drafts into polished reports. Each polished report will be kept in that student's math portfolio. Sonja's portfolio will be the center of discussion when her mother comes in for her quarterly conference with Sonja's math teacher, Ms. Kenyetta.

Problem-driven, interdisciplinary instruction really took off at Parker two summers ago when Ms. Kenyetta went to a statewide seminar, supported under Title II of ESEA. There, she learned about organizing a classroom around challenging material, using math portfolios and various performance tasks—including the one on Willie Mays—as tools for improving student performance in mathematical reasoning and communication, two key themes in the National Council of Teachers of Mathematics (NCTM) Standards that her state had just adopted. To keep well-stocked with performance tasks and challenging projects, and to pick up tips from other teachers, Ms. Kenyetta logs onto a statewide computer network several times a week from home.

The principal at Parker, Mr. Lin, sees his job as helping teachers, parents, and the community work together. "Our job," he says, "is to create the conditions so that many more children reach higher standards." That's no small challenge at Parker, where 65 percent of the children receive free or reduced-price lunch. "You have to build a consensus about where you

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IMPROVING AMERICA'S SCHOOLS ACT OF 1993

**The Reauthorization of
The Elementary and Secondary Education Act**

and

Amendments to Other Acts

September 13, 1993

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**AMENDMENTS TO THE
ELEMENTARY AND SECONDARY
EDUCATION ACT OF 1965**

INTRODUCTION

The reauthorization of the Elementary and Secondary Education Act is about a \$10 billion-a-year investment in America's future. It's about reshaping that investment—by far the federal government's largest in K-12 education—so that *all* children in America will develop the knowledge, skills, and habits of mind we once expected of only our *top* students. It's about supporting the conditions to make GOALS 2000 a reality by improving America's schools, particularly those that serve disadvantaged children. Through upgrading instruction, professional development, and accountability, and aligning these elements with high standards, federal resources can provide the support that teachers, other school staff, and parents will need to enable all children to become effective learners.

Whether we succeed or fail will make a world of difference. For our children, it will mean the difference between finding doors open or closed to them when they are adults—doors to high-wage jobs, doors to participation in our democratic society, doors to personal fulfillment and quality lives. For our nation, it will mean the difference between economic prosperity and world leadership, or a decline in our standard of living and influence around the globe. That is what is at stake in this eighth reauthorization of the Elementary and Secondary Education Act (ESEA).

WHAT ESEA DOES

Established in 1965 as part of President Lyndon Johnson's War on Poverty, ESEA offered federal support, for the first time, to schools in low-income communities. It opened a new era of federal involvement in education—an era where federal assistance would focus on students who stand to gain the most from it: poor children.

Over the years, Congress amended and expanded the Act seven times, creating programs to help children who speak little English, migrant children, neglected and delinquent youngsters, and other special children. Over time, other programs were added to support school improvement that would benefit all students throughout the country. The early 1980s witnessed a consolidation of dozens of small categorical grant programs into a block grant for fostering school improvement. Other programs were launched to improve math and

science instruction and to free schools from drugs. Smaller programs were offered over the years to promote school desegregation and to unleash innovation.

Over nearly 30 years, ESEA has contributed to improvements in American education. The needs of at-risk children, once ignored, are now recognized; and the academic achievement of these children has improved, particularly in basic skills. Public awareness about the role of schools in combating illegal drug use has grown, and most schools have curricula and policies to prevent drug abuse. Professional development opportunities have expanded, as has support for instructional innovation.

Yet despite these promising developments, the hopes for ESEA have not been realized to anyone's satisfaction. Evaluations indicate that ESEA resources have seldom triggered the kinds of transforming changes that our schools need—particularly in economically disadvantaged communities. These evaluations also suggest why: funds are spread thinly, instead of being targeted where the needs are greatest. Resources are used to address narrow categories of need, instead of addressing the broad learning needs of children. Federally-supported projects tend to operate in isolation, instead of as an integral part of the whole school. Professional development is superficial, rather than part of a strategy to improve teaching and learning. Too often, schools go it alone, instead of enlisting parents and the community in addressing problems. In short, the traditional add-on programs supported under ESEA are not powerful enough to help Americans reach the National Education Goals.

Research confirms these findings. And it points to how American education must change.

HOW AMERICAN EDUCATION CAN CHANGE UNDER OUR PROPOSAL FOR ESEA

We want to foster an "ethic of learning" across America. This ethic begins with a straightforward premise: *high standards will replace minimum standards—high standards for ALL children.*

Somehow we got the idea, years ago, that children must learn simple skills before using those skills to think and to solve problems. Today we know that isn't the case. Research has demonstrated that content-rich instruction is indispensable for all children, at every stage of intellectual development. Yet many children, particularly low-income and low-achieving children, fill out endless drill-and-practice worksheets while their more advantaged peers read novels, create stories, tackle multi-step math problems, and design and conduct science experiments. The latter is the kind of learning we want for all children in America. ESEA will insist that all children get it, so that all children both master the basics and learn how to solve problems.

To help all children reach high standards, all parts of school systems will be aligned to the challenging standards states are developing. We've learned from decades of reform that piecemeal reform doesn't work. We've also learned a lesson from other countries—the ones whose students keep outperforming ours in mathematics and science. Those countries build their tests and curricula around high, clear standards. They tie teacher preparation, certification, and ongoing professional development to those standards. They target their resources to achieve those standards. In short, high expectations—clear definitions of what all students need to know and be able to do—drive their whole education systems. If the U.S. is to become an education superpower, ESEA must encourage that kind of "systemic" reform, so that all parts of the system—at every level, including *the federal government*—work together to move all students toward high standards. Under our proposal for ESEA, Title I, bilingual education, and dozens of other federal programs will become integral to, not separate from, state and community education reforms that center on high standards.

To help all teachers teach to high standards, professional development will be intensive, ongoing, and part of every teacher's job. If we expect all children to reach world-class levels of performance, we must offer serious professional development opportunities for the adults who must help them get there: teachers. Professional development around the best of an array of high-performance instructional strategies—individual and team learning, team teaching, writing across subject areas, interdisciplinary instruction, in-depth and long-term projects, new technologies, and many more—must be available to teachers across the country. It won't happen under the current haphazard, short-term approach to staff development. That approach must be replaced by substantial, in-depth, and continuing opportunities for teachers to develop the knowledge and skills they need—opportunities that ESEA will encourage and support.

Schools alone cannot ensure that every child reaches high standards. It's going to take parents, working much more closely with schools. Many parents want schools to offer practical guidance about what they can do to help their children learn well and succeed in school. Schools must see it as part of their job to supply that information and to assist all parents in becoming partners in their children's education. Both schools and parents must be encouraged to reach out to each other, for the sake of children.

Schools also must work closely with other partners in the community. For many schools and communities in low-income areas, it's going to take a particularly intensive effort. More of our children than ever live in poverty, in unstable families and communities, in conditions that militate against reaching the National Education Goals. Many of these children and their families need help. They need health and social services that are coordinated, not fragmented. To provide such services—and to strengthen families—communities must create integrated systems of support. That requires new partnerships—partnerships not only among *local* agencies and within communities, but among communities, their state, and the federal government.

Partnerships must be based on a premise: government at all levels will offer opportunity in exchange for responsibility, expanded flexibility in exchange for better accountability. There have to be goals and a consensus driving the hard work of transforming schools. And the vision must be embraced by the people who must do the hard work—teachers, parents, and others who work with children daily. That's why decisions about a particular school are best left in the hands of the principal, teachers, and parents of that school. This is what our ESEA proposal aims to promote.

To ensure clear accountability, information on performance will be built into efforts at all levels. Assessments of student learning must focus on high standards, not the minima of norm-referenced multiple-choice tests. Rather than having separate accountability systems for federal purposes, states must be able to use results from their high-standards assessment systems to fulfill federal accountability requirements. Schools must use assessment results to continually improve. And there must be consequences for their performance—recognition for exemplary progress, and assistance when schools are stalled. Also, schools must keep parents and the community informed about how well they are reaching their goals. These kinds of accountability are essential to ESEA.

These changes are important for all children, but particularly for children who have the farthest to go to reach high standards—children who are poor or have special needs.

The federal government contributes only 6 percent of America's elementary and secondary school dollar, most of it under ESEA. For this small contribution to advance equity and excellence, federal dollars must offer leadership and a partnership to achieve cutting-edge improvements.

Our proposal will do that. It emphasizes changing whole schools and school systems, not just federal programs. It targets resources to schools and children that have the farthest to go toward—but the most to gain by reaching—world-class levels of achievement. It encourages real changes for millions of teachers, parents, children, and others. Change is hard. But our proposal makes it possible through a new kind of partnership among schools, communities, states, and the federal government to ensure that America's children reach world-class levels of achievement.

FIVE DIRECTIONS FOR ESEA

If we are to reach the National Education Goals and if all our children are to learn what they need to know and be able to do, ESEA must set five clear priorities:

1. HIGH STANDARDS FOR ALL CHILDREN—WITH THE ELEMENTS OF EDUCATION ALIGNED, SO THAT EVERYTHING IS WORKING TOGETHER TO HELP ALL STUDENTS REACH THOSE STANDARDS.

Children seldom learn more than we expect of them—yet ESEA programs often emphasize low-level basic skills. It is time to break the conspiracy of low expectations. It is time for states and communities—in concert with families and educators—to create and use high standards as the starting point for improving school and student performance. And it is time for the largest federal effort in education, ESEA, to encourage them to do so.

We've learned that...

- *We can expect much more of students, particularly poor children.*

Asian parents and children are more likely than Americans to say that effort and hard work, rather than innate ability, determine how well a child does in school.¹ Our children get the message: if innate talent matters more than effort, why work hard at learning? No children suffer more from this myth than poor children, who are the most likely to struggle against the undertow of low expectations.

The Commission on Chapter 1 concluded that:

the low expectations in our suburban schools are *high* in comparison to expectations in urban schools and rural schools with concentrations of children in poverty. And...this absence of challenge, of rigor, is dulling the minds and dashing the hopes of millions of America's children. Our low expectations are consigning them to lives without the knowledge and skills they need to exist anywhere but on the margins of our society and consigning the rest of us to forever bear the burden of their support.²

"The fact is," the Commission continues, "that we know how to educate poor and minority children of all kinds...to high levels." Elementary school teachers overwhelmingly say that their Chapter 1 students *are capable* of learning the material they're supposed to be taught.³ And research on effective schools shows that, when schools serving disadvantaged children set high expectations, students produce tremendous results.

In New York City, the Mohegan School offers many low-income children a "classical education" with hands-on learning. Fifth graders read *Treasure Island*, not just to do another book report, but to act out the trial of Long John Silver. Second graders study Egypt and dramatize the mummification process, with one child playing the role of the priest while another carries jars of oils and sings. Children pick up a paintbrush to imitate Monet and learn about Rembrandt. As a result, reading scores climbed 10 percent; student and teacher attendance rose; and suspensions dropped to zero.

- *Using standards to drive changes in curriculum, instruction, assessment, and other elements of education can make a powerful difference in student performance.*

In the mid-70s, schools across America went back to the basics and focused on low-level skills. Instruction and tests were aligned with "minimum competence" standards. The result: many poor and minority students attained those standards and improved their basic skills.⁴ But now we need to set our sights higher. The skills needed in the 1970s are insufficient for the jobs and challenges of the 21st century.

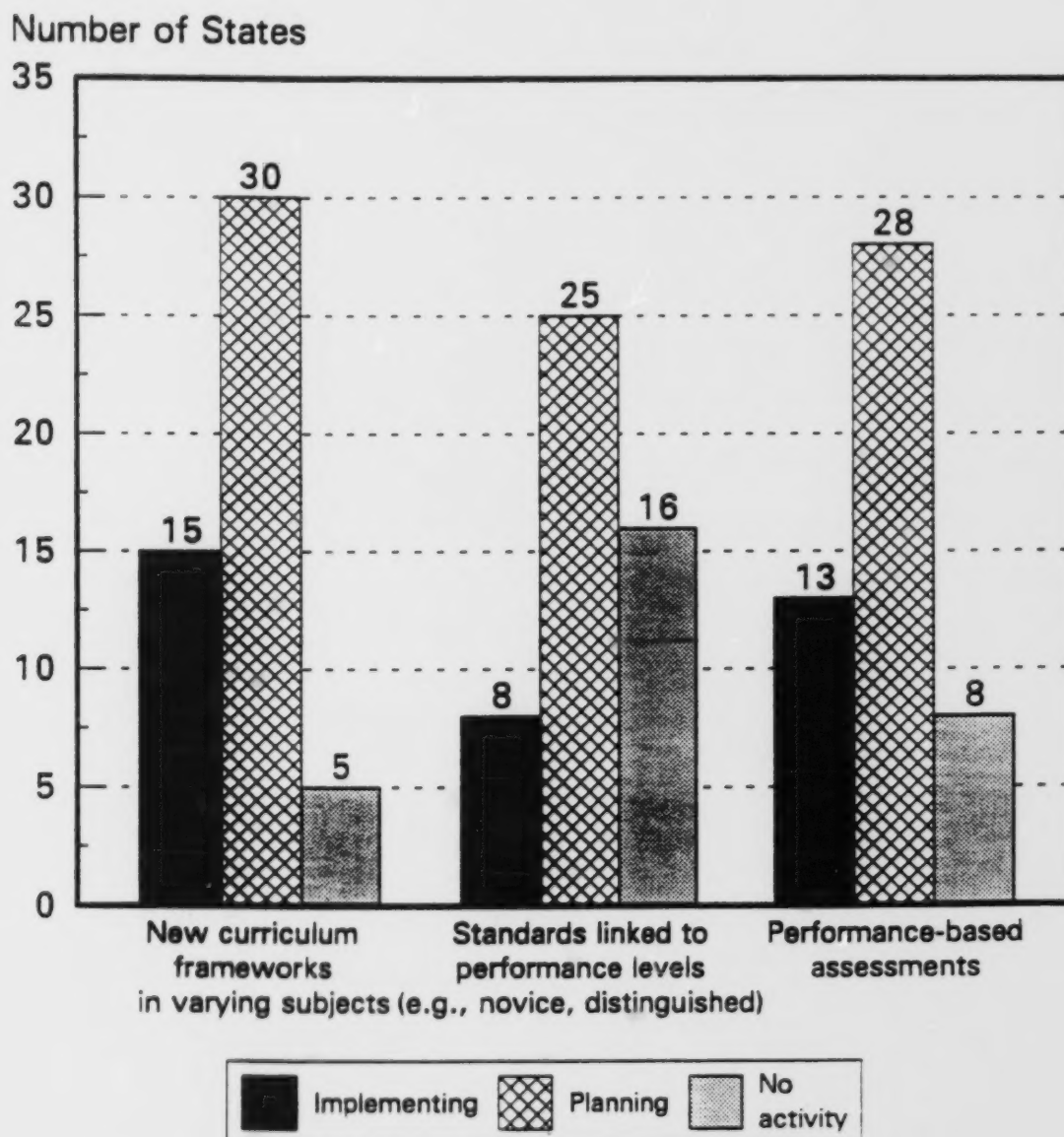
Other countries, particularly those where students outperform ours, use high standards to guide the development of instruction, assessment, teacher development, incentives for student and school performance, and more. Many states are moving forward with new curriculum standards, performance levels, and assessments to monitor progress in reaching these standards (Exhibit 1).

Under our proposal, schools would raise standards for all students. And the educational pieces, including federal programs, would work together to help all children reach those standards.

- > Schools, school districts, and states would use ESEA funds to help students reach the high standards being developed by states. States would submit plans establishing challenging standards for all children and two high-performance levels—proficient and advanced—to determine whether children, including those served by federal programs, have met those standards. If the state is participating in the GOALS 2000: Educate America Act, its standards for ESEA would be the same as those the state has developed through GOALS 2000. These standards identify essential knowledge and skills and would be informed by the voluntary national standards. These same high standards would apply to students served through all programs: Title I, migrant education, Indian education, bilingual education, and others. States would define in their plans standards that would drive changes in all the components affecting teaching and learning—curriculum, instruction, professional development, school leadership, student assessment, parent involvement, and more.

Exhibit 1.

States are moving forward with new curriculum frameworks, standards, assessment, and state monitoring systems.



Note: Data are for the 50 states, the District of Columbia, and Puerto Rico. In some cases, no information was available, so the totals do not sum to 52.

Source: Status of New State Curriculum Frameworks, Standards, Assessments, and Monitoring Systems (Pechman & LaGuarda, 1993).

- > For example, new provisions in the Indian Education program would support high standards for Indian students—the same as for all students—by requiring school districts to specify in their applications for Indian Education funds the performance goals for Indian students, how federal, state and local programs will address their needs, and how student progress will be assessed. States would be given new roles and responsibilities for ensuring adequate provisions in the education of Indian children and adults, and new funding for those with approved plans.
- > Supporting high standards for teaching and learning would apply as well to educational programs in state juvenile facilities. In the Title I program for Neglected and Delinquent Youth, juvenile correctional institutions would need to provide at least 20 hours of weekly instruction as a condition for receiving federal funds. This would double the amount of instruction now required, bringing instruction in juvenile facilities more in line with what local school districts offer.
- > Federal accountability requirements would be integrated with each state's reform plan to support teaching and learning to high standards. This would focus assessment on what matters—what students need to know and be able to do—rather than on what students across the country actually knew several years ago.

2. A FOCUS ON TEACHING AND LEARNING.

In the past, opportunities for the professional development of teachers and other school staff have been haphazard, short-term, and ineffective. It's time to make professional development a vehicle for reform. If teachers are to help all students reach high standards, and if principals are to lead schools and communities in creating conditions that enable all students to reach those standards, federal programs can help.

We've learned that...

- *Opportunities for professional development today are inadequate.*

Current ED programs fund much professional development; however, the *amount* provided to each teacher, and especially the *design* of professional development experiences, are often inadequate to equip participants for teaching to ambitious standards. Professional development typically is brief, unconnected to reform efforts affecting the entire school, and lacking in follow-up.

Although the Eisenhower Math and Science Program has reached at least a third of teachers responsible for math and science, on average it supports, according to the most recent evaluation, only six hours of inservice development per teacher yearly—hardly enough to help math teachers teach to the voluntary national math standards, for instance. Title I staff development is generally limited to short

workshops that cover multiple topics superficially, topics that are often disconnected from the instruction students get in the regular classroom.

Research suggests that to support real changes in teaching and schooling, professional development must be much more intensive and long-term. A study of successful change efforts in urban high schools found that teachers received at least 30 days of professional development and assistance during a school year, over a three- or four-year period.⁵

- *We can build on existing professional development efforts that are intensive, systemic, long-term, and well-designed.*

Effective professional development creates learning opportunities for most or all of the school staff, gives teachers more say in school decisions, and helps teachers develop intellectual tools for solving problems that arise.⁶ Furthermore, in order to teach to high standards, many teachers must develop a more comprehensive knowledge of their subject matter and learn new strategies of teaching students, assessing their performance, managing the classroom, and working with parents.⁷

Teacher networks and special institutes have helped teachers deepen their knowledge of subjects they teach, as have professional associations in recent years. These efforts stand in stark contrast to the "packaged" workshops offered by many school districts, which can contribute little to the more ambitious reform agenda of continuous improvement.⁸

The New Stanley School in Kansas City, Kansas builds time for teacher development into the school year. Students come to school for 10 weeks, on average, and then are dismissed for a week—four times a year—so that teachers can learn new approaches and prepare together for the next 10 weeks of instruction.

Under our proposal, teaching and learning would take center stage. For example:

- > Federal programs would create opportunities for school staff renewal. District and school plans for Title I programs, for instance, would describe how teachers and other staff will engage in sustained and intensive high-quality professional development. To improve the design and operation of schoolwide programs, the bill would institute a state-designed system of school support teams of experienced teachers and others who are knowledgeable about the research on effective instructional strategies and ways to put them into practice. These teams would help schools design and implement schoolwide programs that focus on reforming

instruction and addressing the needs and raising the performance of all disadvantaged children.

- > A transformed Eisenhower program would support sustained, intensive, high-quality professional development to enable teachers to teach to state content standards in all the core academic areas. Greater funding could be available through consolidation of the existing Chapter 2 program with Eisenhower.

"Thematic maps" are a powerful tool for asking questions about the patterns of birthrates, water quality, or any other phenomenon across the country or world. That's why several dozen Tennessee teachers learned to make such maps this summer at a two-week Geography Institute. After the institute, teachers not only apply the new skills in their own classroom; they also make presentations about those skills to their colleagues. In addition, many will attend at least one of the eight half-day workshops held across Tennessee during the school year on problems that geography can help unlock—problems such as water quality, natural preservation in Latin America, and others. Each workshop draws up to 200 teachers (since 1986, 500 have participated). The workshops and institutes are part of Tennessee's Geographic Alliance, which boasts some 3,500 teacher members. Similar Geographic Alliances have been formed to improve geographic teaching and learning in every other state.

- > Federally funded technical assistance would support school-based professional development. It would provide direct access to new ideas through technology and would encourage the expansion of professional networks of teachers and other school staff. A system of regional technical assistance centers would promote coordination and coherent strategies across federal programs, and would assist states and communities in implementing improvements.
- > School staff would become partners in implementing change, through professional networks and school support teams for Title I schoolwide programs. Distinguished educators and schools would provide assistance and serve as mentors for Title I schools. Schools would encourage and help *parents* to become full partners in the education of their children.
- > A new technology program, along with the extension of the Star Schools program for distance learning, would support innovative uses of technology to assist teachers and schools in expanding learning opportunities to help students reach high standards.

- > A new Fund for the Improvement of Education, replacing the old Fund for Innovation in Education, would provide national support for reform efforts, including the development of curricula and assessments keyed to high standards, and the recognition of successful schools and programs.
- > A new Arts in Education program would support the development of curricula and instruction in the arts, to be included among the core subjects in Goal Three of the National Education Goals.

3. FLEXIBILITY TO STIMULATE LOCAL SCHOOL-BASED AND DISTRICT INITIATIVE, COUPLED WITH RESPONSIBILITY FOR STUDENT PERFORMANCE.

Too much energy around federal programs goes into complying with regulations instead of improving the quality of teaching and learning. Radical improvements require radical changes in the way everyone does business, including the federal government.

We've learned that...

- *Decentralized decision-making in the context of clear goals is key.*

Excellence in education cannot be remote-controlled from Washington. Decisions about a school's staffing, budget, instructional resources—all the means for helping students in that school reach high standards—are best left to adults who work with those students daily: the school's teachers, principal, and parents. But making school-site decision-making work takes knowledge and skills that many teachers, principals, and parents do not have. And it requires a level of support most states and local school systems lack the capacity to provide. All this points to new roles and new ways of doing business at all levels of government. The *quality of teaching and learning* must become the focus of monitoring and assistance. And there must be incentives for reaching higher levels of performance.

Chapter 1 monitoring continues to concentrate on reviewing documentation, not on reviewing the quality of instruction, professional development, and parent involvement. In one state monitoring guide, the words "teaching" and "learning" do not appear once in over 100 lines of text.⁹

- *To improve teaching and learning, schools need flexibility to craft whole school approaches.*
- > Research shows that effective schools are characterized by an ethos of learning, positive expectations for all children, and effective school leadership. Research

documents further that when the target of change is the entire school, not just the poorest performing children, schools serving even the most disadvantaged can succeed. The flexibility and school-level accountability accorded to Title I schoolwide programs can help create a climate that encourages whole school transformation, particularly in schools that serve concentrations of poor children.

Under our proposal, schools and communities would have greater flexibility—and greater responsibility for student performance. For instance:

- > A broad waiver authority would permit the Secretary to remove federal obstacles standing in the way of state and community efforts to design and deliver comprehensive services and bring about systemic reforms. Those efforts would have to promote the purposes of the law, and civil rights regulations could not be waived.
- > A state could submit a single coherent plan to the U.S. Department of Education—instead of multiple, uncoordinated plans—showing how the state aims to use all federal programs to move itself and its communities toward the National Education Goals and high standards for all students.
- > A state developing an accountability system based on high standards could use that system to satisfy federal accountability requirements. Rather than testing *all* students for Title I programs, as the law currently requires, states would test children at several key grade levels. This would eliminate duplicative and sometimes wasteful testing. It would mean less red tape and paperwork, more attention to the improvement of teaching and learning. And it would provide a meaningful context for states to offer *real incentives* to schools for improving student performance, as well as require remedies to correct failure.
- > Under Title I, schools and school districts would be subject to corrective actions for continuous failure to make adequate progress. Rewards would also be available for success.
- > More high-poverty schools would be encouraged to adopt schoolwide approaches in Title I, by lowering the eligibility threshold from 75 percent poverty to 65 percent in 1995, and to 50 percent in the subsequent years. In schools where at least half the children are poor, an appropriate aim for this federal program is to strengthen the whole instructional program.
- > Whole-school approaches would be expanded under Title I to allow inclusion of funds from other federal programs without requiring burdensome recordkeeping. For example, professional development, a key component of school improvement, would not have to be accounted for separately. This would provide flexibility in operating

programs, in return for better achievement among children those programs aim to serve.

- > A public charter schools initiative would encourage teachers, parents, and others to create their own high-performance schools, schools within schools, or clusters of schools, outside the constraints of certain rules and regulations.

When it opened in September 1992, City Academy was the first state-sanctioned charter school in the nation. The "charter" status of this public school frees it from most state rules and regulations, so teachers can offer flexible, innovative instruction to some 30 St. Paul, Minnesota students who were not succeeding in traditional schools. Classes are small, individualized, and held four days a week—on Mondays, Wednesdays, Thursdays and Fridays. On Tuesdays, students build homes, work at the zoo, or perform some other community service, which is required at the Academy. On Thursdays, they listen to guest speakers and participate in various activities. After only one year of operation, the school will see 15 of its 17 graduates go on to postsecondary institutions.

City Academy is one of a handful of charter schools permitted under a Minnesota bill approved in 1991. Since then, five other states have passed similar laws. Each is allowing a limited number of public schools to sweep away virtually all state rules and regulations—except requirements for civil rights, health and safety, and financial audits—in exchange for better results in student learning.

- > Schools and districts with large concentrations of students with limited English proficiency (LEP) would be eligible for bilingual "comprehensive school" and "comprehensive district" grants. These grants would enable schools and districts to include all their teachers in staff development geared toward teaching LEP students.
- > Whole-school approaches would be phased into the Jacob K. Javits Gifted and Talented Education Program. The aim is to develop the talents of all students in participating schools, particularly students in low-income communities.
- > In programs for neglected and delinquent youth, institutions would pool Title I and other federal (and state) education funding to operate institution-wide education programs. Such efforts, which might include vocational education, would focus on preparing youngsters for life outside the institution.

4. LINKS AMONG SCHOOLS, PARENTS, AND COMMUNITIES.

National polls indicate that teachers, parents, principals, and the public feel that they are not working together on behalf of children.¹⁰ Too many parents see education as solely the school's responsibility. Too many schools don't ensure communication between parents and teachers. Too many social services are delivered through a maze of federal, state, and local programs—all with different funding sources, different missions, and different (and sometimes conflicting) eligibility requirements.

It's time to take to heart an African proverb: "It takes an entire village to educate one child." It's time to support parents and integrate services to help the whole child and the whole family.

We've learned that...

- *Schools alone cannot ensure that all students reach high standards, particularly schools in high-poverty communities.*

All parents can help their children do well in school by creating an environment supportive of learning at home. Many parents want to do so, but sometimes they don't know how. Research points to at least four ways that all parents can influence their children's learning: by keeping tabs on how children spend their leisure time, by monitoring youngsters' TV-viewing, by encouraging children to do their best in school and on homework, and by creating a climate at home that is conducive to learning. Research also shows that fewer parents in low-income communities, compared with parents in middle- and upper-income communities, do those things. Schools can do something about this. They can act on the assumptions that parents are true partners in education and that virtually all parents want to help their children do well in school. They can recognize with parents their mutual responsibilities to support children's learning. They can provide parents with specific suggestions, on an ongoing basis, about ways to encourage learning at home. And schools can work with other partners in the community to see that families get additional help if they need it.

Low-income communities face special challenges. According to their teachers, children in high-poverty schools are much more likely to have health or hygiene problems, and they are less likely than children in other schools to get enough nutrition and rest. So it is no wonder that children in high-poverty schools, according to teachers, are more likely to experience poor concentration, emotional problems, and difficulty following directions. Absenteeism and truancy, which are often precursors to dropping out, are also more prevalent in high-poverty schools. Again, it is no surprise that 10th grade students in high-poverty schools are more than twice as likely to drop out as students in schools with little poverty. We must change these trends.

Under our proposal, parents would be enlisted to help their children do well at school. And schools and communities would coordinate services in ways that make a difference in the learning and lives of children and families. For example:

- > Schools that receive Title I funds would enter into *compacts with parents* that spell out the goals, expectations, and shared responsibilities of schools and parents as partners in student success. Compacts would form the basis of teacher-parent conferences, where parents and teachers would discuss the progress of the child and how better performance can be encouraged. Title I schools and local educational agencies would be required to inform parents about the National Education Goals, about the state content and performance standards, and about how the Title I program will be linked to the state standards. Parents would be provided training opportunities, including literacy training if necessary, to assist their children in meeting higher standards.
- > The Even Start Family Literacy Program would strengthen targeting of services to families most in need and extend eligibility for this intergenerational literacy program to teen parents, who are among the most needy.
- > The renamed Safe and Drug-Free Schools and Communities Act would expand authorized activities to include violence prevention. It would promote comprehensive drug and violence prevention strategies for making schools and neighborhoods safe and drug-free.
- > Title I services would be coordinated with other educational services, particularly with Head Start and other early childhood programs—as well as school-to-work programs—to enhance the impact of those programs. School districts also would be encouraged to coordinate and integrate Title I, to the extent feasible, with health and social services supported through other funding.
- > In high-poverty elementary schools, Title I could support health screenings, serving as the funding source of last resort.

In the portable classrooms at the edge of its playground, Hamilton Elementary School is participating in a quiet revolution. Here, five "family service advocates," representing as many agencies, are brokering services for families of children attending Hamilton, the school with the highest mobility rate in San Diego. The effort, "New Beginnings," was launched two years ago with a clear mission: to strengthen and support families. The advocates and their agencies carry out that mission by offering families a seamless system of integrated services. They have shifted from solving single problems to helping whole families.

5. RESOURCES TARGETED TO WHERE NEEDS ARE GREATEST AND IN AMOUNTS SUFFICIENT TO MAKE A DIFFERENCE.

Federal support is spread too thinly across too many schools. It's time to turn that around. ESEA programs must target communities and schools that have the least capacity, and the greatest need, to create conditions for high-performance teaching and learning.

We've learned that...

- *Obstacles to learning tend to be concentrated in schools where poverty is concentrated. Concentrating federal resources in impoverished areas helps poor schools and communities remove those obstacles.*

In schools serving many children who live in poverty, academic performance tends to be low, and obstacles to raising performance tend to be great. Over half the students in schools with the highest concentration of poverty are low achievers, compared with only 8 percent of students in schools with the least poverty. Achievement of the "average" student in high-poverty schools is lower than the achievement of Chapter 1 students in low-poverty schools.¹¹ Moreover, the achievement gap widens from the early elementary grades into junior high school (Exhibit 2).

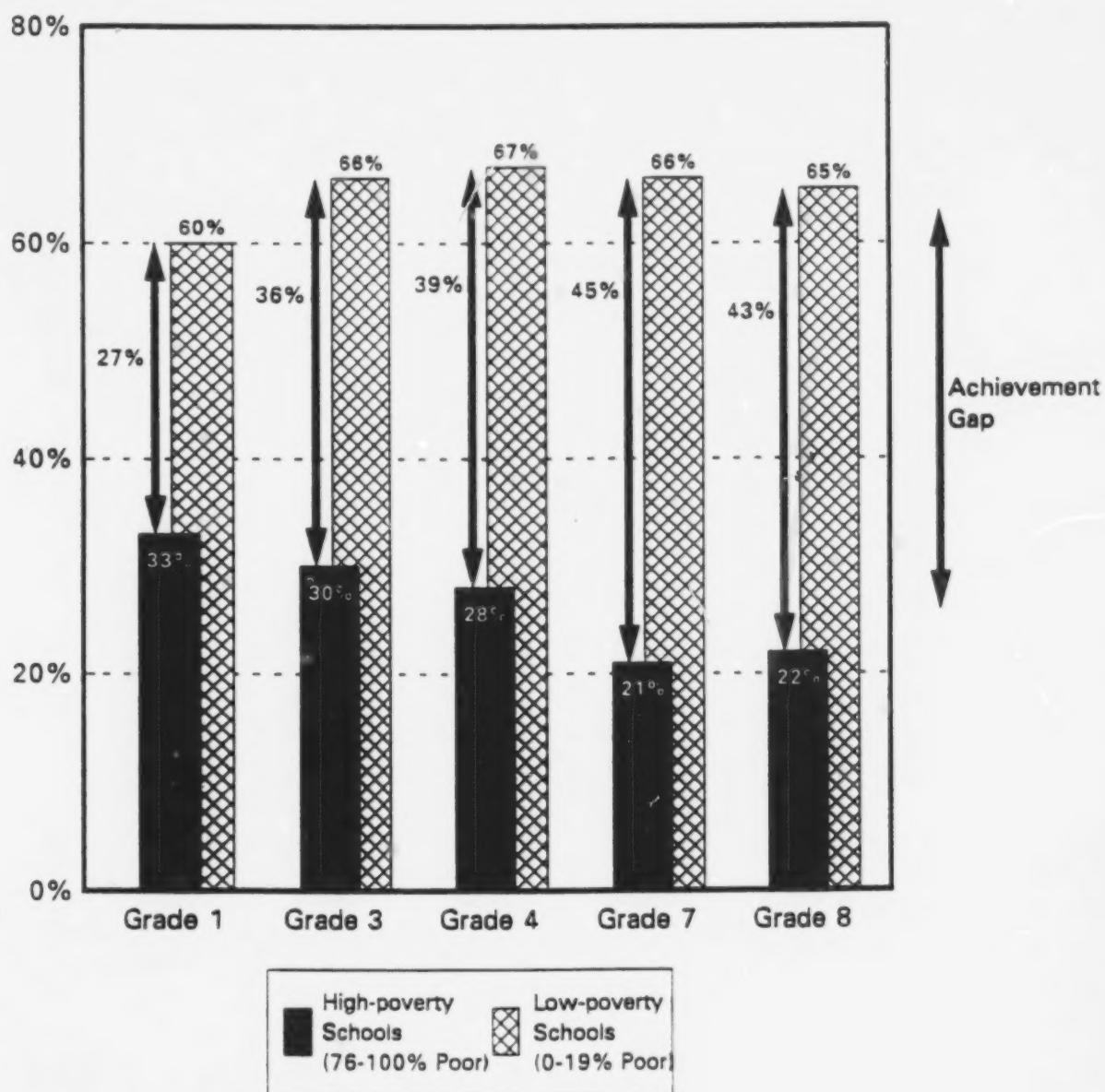
- *If we continue giving a little to everyone, resources will not be concentrated in amounts sufficient to make a difference.*

Two-thirds of all public schools receive Chapter 1 funding, including almost half of the least needy schools in America. Meanwhile, many poor schools cannot serve all their low-performing children. In fact, a third of the children in the highest-poverty schools who score in the bottom third on reading tests do not receive Chapter 1 services.

Exhibit 2.

The gap in reading achievement between high- and low-poverty schools widens from the early elementary grades into junior high school

Percentile



Source: Prospects (Abt Associates, 1993).

Under our proposal, resources would be redirected to where needs are greatest and in amounts sufficient to make a difference. For example:

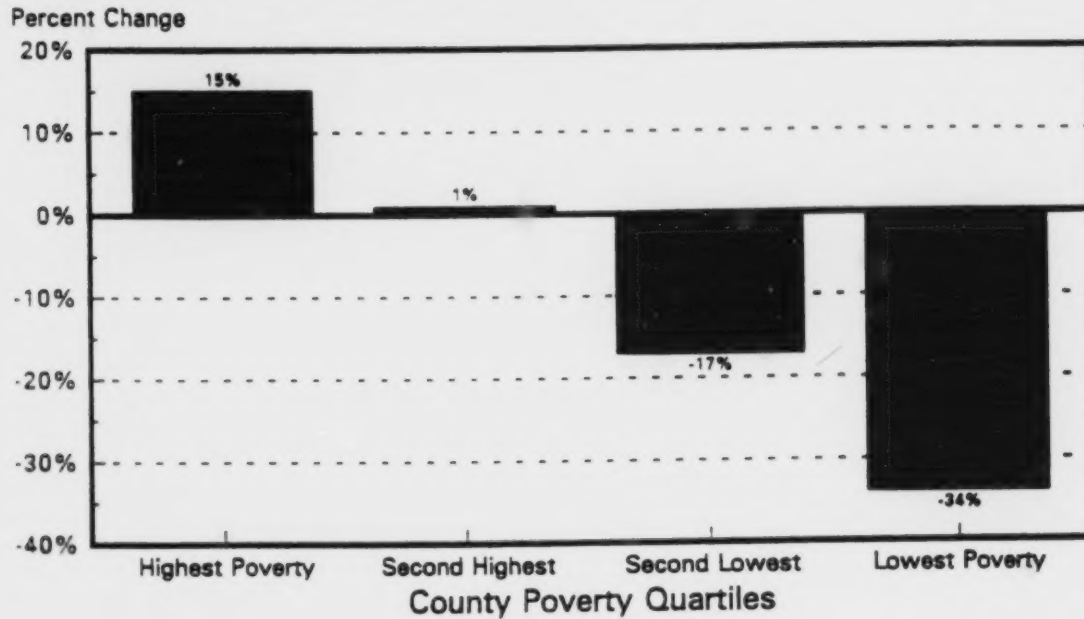
- > Title I dollars would be better targeted through a revision of the allocation formula to deliver more dollars to the neediest students in the neediest schools in the neediest districts. Fifty percent of the funds (compared with the current 10 percent) would be allocated through revised concentration grants to districts with a poverty rate above 18 percent or that enroll more than 6,500 poor children. A 2 percent "absorption provision" would also direct more funds to counties at or above the national poverty average. At the proposed 1995 authorization level, this would move approximately \$500 million to counties in the highest poverty quartile. The poorest counties would receive a 15 percent increase in Title I funds, while the lowest poverty counties would lose 34 percent of their funds (Exhibit 3).

The counties in the highest poverty quartile, which have 45 percent of the nation's poor school-age children, would see their share of total Title I funds rise from 43 percent to 50 percent. Poor urban and rural counties would both benefit.

- > Our proposal for the Migrant Education Program (MEP) would target services to the most mobile children to help ensure that those children receive adequate services through MEP and in coordination with other federal efforts. The population counted for funding purposes and eligible for services would, for the most part, be limited to children who have moved within the previous two years.
- > The transformed Eisenhower program would require that 80 percent of local funds go to support professional development of teachers and other staff at individual schools to encourage more in-depth and sustained staff development in areas where the needs are greatest.
- > Safe and Drug-Free Schools and Communities funds would be better directed toward areas most affected by drugs and violence. Half of the monies, allocated by formula to states and their LEAs, would be allocated on the basis of the Title I distribution of funds. States would also designate a limited number of high-need districts to receive 30 percent of local grant funds. This would concentrate resources on places hardest hit by violence and drugs.
- > In the Inexpensive Book Distribution Program, priority would be given to projects serving children with special needs by phasing out funding of projects that do not serve such children.

Exhibit 3.

The proposed improvements in targeting would result in the highest-poverty counties receiving a 15 percent increase in Chapter 1 funding, while the lowest-poverty counties would lose 34 percent of their Chapter 1 funds.



Source: Office of Policy and Planning

Other programs and provisions would promote greater fairness in enabling all students to benefit from enriching and challenging curriculum and instruction: For example:

- > A reauthorized Magnet School program would assist desegregation efforts by promoting the development of new magnet schools and programs. It would support programs that encourage greater interaction between students participating in the magnet program and other students at the schools and that serve a wide range of students.
- > A reauthorized Women's Educational Equity Act program would support strategies at the local level that enhance equal educational access for women and girls and encourage their participation in math, science, and other fields in which females have historically been under-represented.
- > A new authority would allow for the provision of technical assistance to states and local communities working toward more equitable allocation of resources.

Notes

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2. Commission on Chapter 1, Making Schools Work for Children in Poverty (December 1992).
3. M. A. Millsap, et al., Chapter 1 in Public Schools: Final Report (Washington, DC: U.S. Department of Education, Office of Policy and Planning, 1993).
4. J. O'Day and M. Smith, "Systemic School Reform and Educational Opportunity," in S. Fuhrman (Ed.), Designing Coherent Education Policy (San Francisco: Jossey-Bass, 1993), pp. 250-312.
5. K. S. Louis and M. B. Miles, Improving the Urban High School: What Works and Why. (New York: Teachers College Press, 1990).
6. M. G. Fullan and M. B. Miles, "Getting Reform Right: What Works and What Doesn't," Phi Delta Kappan (June 1992). J. W. Little, "Teachers' Professional Development in a Climate of Educational Reform," paper presented at the CPRE Symposium on School Reform and Site-Based Management (Washington, DC, August 1992).
7. J. E. Talbert, "New Strategies for Developing our Nation's Teacher Force and Ancillary Staff With a Special Emphasis on the Implications for Chapter 1" (Palo Alto, CA: Stanford University, November 1992).
8. J. W. Little, et al., Staff Development in California: Public and Personal Investment, Program Patterns, and Policy Choices (San Francisco: Far West Laboratory for Educational Research and Development, 1987).
9. R. P. Mills and T. Peterson, "From Compliance to Performance: Can the British Inspectorate Model Help Chapter 1 Support a Culture Change?" (Washington, DC: U.S. Department of Education, Office of Policy and Planning, 1993).
10. "The PTA/Newsweek National Education Survey", Newsweek, May 17, 1993. Louis Harris & Associates, Inc., The American Teacher 1993, Metropolitan Life Insurance Company, New York, 1993.
11. U.S. Department of Education, Office of Policy and Planning, Reinventing Chapter 1: The Current Chapter 1 Program and New Directions, Final Report of the National Assessment of the Chapter 1 Program (Washington, DC: Author, 1993).

What follows is a more detailed description of the changes we propose, title by title and program by program.

TITLE I HELPING CHILDREN IN NEED MEET HIGH STANDARDS

MAKING HIGH POVERTY SCHOOLS WORK: PART A OF TITLE I

What's New

Focus on high standards—the same standards expected of all children—rather than perpetuating a remedial track the focuses on low-level skills; require state plans to describe high-quality content standards specifying what all children are expected to know and be able to do, challenging performance standards that all children are expected to attain, and a set of high-quality assessments designed for all children, aligned with the standards, and used to determine if children in Title I schools have met the standards.

Bring Title I decisions down to the school level so that schools, in consultation with their districts, can determine uses of funds in ways that best meet students' needs.

Expand the schoolwide program approach and require comprehensive instructional reform to enable all children to meet the challenging state standards; lower the poverty level at which a school can become eligible from 75 percent to 65 percent in 1995, and then to 50 percent in subsequent years; allow the programs to include other federal, state, and local resources; emphasize the components each school must incorporate in its comprehensive school plan, particularly schoolwide reform efforts; ensure high quality by requiring a one-year planning period, school support teams, and increased technical assistance.

Reform Title I programs in targeted assistance schools (schools that are ineligible or have not opted for a schoolwide approach) to enable participating children to meet the challenging state standards; ensure that these programs give primary consideration to extended-time strategies and involve accelerated curricula, effective instructional strategies, and highly qualified and trained professional staff.

Ensure Title I funds for the most needy schools, including middle and high schools and promote an enriched curriculum, mentoring, counseling, and career and college awareness and preparation for older students.

Emphasize intensive and sustained professional development at district and school levels to ensure that teachers and the entire school staff can help all children meet the high standards.

What's New (cont.)

Focus on increasing parent involvement, emphasizing three components: 1) policy involvement at both the school and district level; 2) shared responsibility for high performance as embodied in school-parent compacts; and 3) building parent and school capacity for involvement.

Strengthen Title I school-community connections to better meet children's needs by fostering integration of Title I with other education programs—particularly Even Start, Head Start, and other preschool programs, and school-to-work programs—and, to the extent feasible, other health and social services programs related to educational advancement; promote health screenings for children in Title I schoolwide programs and elementary schools with a poverty level of at least 50 percent, using Title I funds for this purpose as a last resort.

Simplify eligibility procedures for students who have disabilities or are limited English proficient.

Ensure equitable learning opportunities for Title I participants who attend private schools by strengthening the provisions governing consultation.

Develop a new performance-based accountability system based on high-quality state assessments. A new process for improving schools that are not making adequate progress will rely initially on school support teams (for schoolwide programs) and increased technical assistance by LEAs and Distinguished Educators in planning and carrying out change. The process will require that further corrective actions be taken against schools that consistently fail to make adequate progress. School districts will also be held accountable by their SEAs through similar mechanisms.

Increase targeting of Title I resources to the highest-poverty school districts and schools by increasing the amount the highest-poverty counties receive from 43 percent of the total appropriation to 50 percent (by using 50 percent of funds, rather than the current 10 percent, for concentration grants); removing special school eligibility rules; and requiring school districts to serve all schools—including middle and high schools—with 75 percent or more poverty before serving schools below 75 percent poverty.

Increase targeting on the highest-poverty schools by allocating dollars to schools based on poverty, not achievement, and setting a minimum amount local school districts must allocate to schools for each poor child.

Build capacity to develop knowledge about program innovations. New authority would enable the Secretary to support rigorous demonstration projects that show special promise of improving the achievement of children in high-poverty schools.

Chapter 1, originally enacted as Title I of the Elementary and Secondary Act in 1965 as part of the War on Poverty, was landmark legislation that responded to the need for extra resources to equalize educational opportunities for children in high-poverty schools. Over the years, Chapter 1 has helped raise the performance of disadvantaged children in low-level skills, encouraged parents to become engaged in their children's schooling, and focused attention on improving performance through equalizing local expenditures in high-poverty schools to those of other schools in the district and supplementing services with Chapter 1 activities.

By the early 1970's, the program had evolved into its current form—small group instruction in separate classes, most often focused on low-level skills in reading and arithmetic at the elementary school level. In 1993, over \$6 billion are being provided to school districts to support extra educational services for over 5.5 million low-achieving children. Recent funding has averaged about \$1,000 per participant.

What We've Learned

Chapter 1 helped to equalize educational opportunities and support a national focus on basic skills in the 1970's. During this period and most of the 1980's, for example, the gap in mathematics achievement between students in disadvantaged urban communities and more advantaged students narrowed substantially, according to the National Assessment of Educational Progress (NAEP).¹

However, in recent years, progress has stalled, and NAEP indicates that the gap appears to be widening. Schools in very high-poverty communities, in particular, have shown little improvement. Children in high-poverty schools exhibit great need; yet their schools appear unable, for the most part, to provide the enriching instruction and support those children need to succeed at a level equal to other students and to meet challenging standards expected of all students.

Performance data drawn from Prospects, a longitudinal assessment of Chapter 1 students' progress, also suggest that Chapter 1 is no longer closing the gap between disadvantaged children and others.² Over a one-year period:

- Chapter 1 participants did not improve their relative standing in reading or math in the 4th grade or in math in the 8th grade; only 8th grade reading participants showed improvement relative to their peers.
- The progress of Chapter 1 participants on standardized tests and on criterion-referenced tests was no better than that of nonparticipants with similar backgrounds and prior achievement.

More generally, the relative performance of students in very high-poverty schools (ones with at least 75 percent poor children) actually declines from the early to the later grades. First

graders in high-poverty schools start school far behind their peers in low-poverty schools; they begin first grade scoring 27 and 32 percentile points lower in reading and math, respectively.³ High-poverty schools, however, appear unable to close the initial gap, which increases in grades 4 and 8.

This occurs despite the best intentions of policymakers and the best efforts of individual school staff to close the learning gap. While there are places where Chapter 1 succeeds in making a difference in the education of children, key features of the program work against success. Evaluations have identified a number of flaws in the structure and operation of Chapter 1 that together suggest why the program does not have its intended benefits and why changes are necessary.

On student performance and progress:

- Chapter 1 programs have reinforced low expectations.⁴ Most states set their standards for identifying programs in need of improvement as low as legally possible. In 1992-93, 35 out of 50 states required only that achievement gains exceed zero. These standards are based on students' scores on norm-referenced tests, not necessarily tied to the curriculum and learning expected of all children. Chapter 1 in effect has perpetuated a different, lower set of expectations for disadvantaged children and a heavy reliance on drill and practice. Given the low level of performance of Chapter 1 students and the rate of progress expected, even if children make such progress, they may never catch up over their entire school life.

On being central to improved schooling:

- Chapter 1 operates as an add-on program that works on the margins. Although in-class instruction has risen since 1985-86, 70 percent of regular classroom teachers report that Chapter 1 participants are pulled out of regular instruction for services.⁵ Chapter 1 instruction generally adds only an average of 10 minutes of extra instructional time per day. Extended learning opportunities through before- and after-school programs or summer school are rare (9 percent and 15 percent of programs, respectively).
- As a supplementary program, Chapter 1 has little effect on the regular program of instruction, where children in Chapter 1 spend almost their whole day. Evaluations suggest this is typical even in many schoolwide programs, where high-poverty schools have the flexibility to serve all students with Chapter 1 funds. Schoolwide programs are generally not undertaking the fundamental instructional reforms that we know must occur. Rather, they are pursuing more incremental changes such as lowering class size without changing curriculum, instruction, assessments, or parent involvement to take advantage of the smaller class size.⁶ Lowering class size alone does not get at the heart of instructional reform.

Research on "effective schools" and successful schoolwide programs supports the need to transform many high-poverty schools if they are to achieve the new high standards that GOALS 2000 and Title I will call for. Results from Chapter 1 evaluations show high-poverty schools typified by low teacher morale and a greater emphasis on remediation to the exclusion of an enriching curriculum. Research also demonstrates that school poverty affects student performance, independent of the students' own family background. Controlling for students' family background, 8th graders' reading and math scores are shown to decline when school poverty exceeds 30 percent.⁷ The decline is particularly steep in schools with at least 75 percent poverty.

- Chapter 1 frequently does not contribute to high-quality instruction, relying often on teachers' aides who lack adequate education credentials. Chapter 1 employs about as many aides as teachers, and many of them provide direct instruction.⁸ However, over 80 percent of the aides have only a high school diploma and most have received little training. Teacher aides are more often found in high-poverty schools. One-fifth of teachers' aides provide instruction unsupervised by a teacher. Professional development of Chapter 1 teachers is brief and cursory; Chapter 1 aides are even less likely to participate in sustained staff development.
- Chapter 1 is not generally tied to state and local reform efforts, either in assessment or in the instruction it drives. Chapter 1 relies on norm-referenced testing that does not necessarily reflect what is taught or what children are expected to know.⁹ While many states are developing new, higher standards for all students and assessments to measure how well schools and students are doing to meet these standards, Chapter 1 continues to require testing that duplicates and sometimes undermines these efforts. This testing generally is given to all students in a district, not just Chapter 1 students, resulting in lost teaching time for everyone. Moreover, Chapter 1 testing—which involves over 5 million students yearly—may be driving instruction throughout the entire system in directions counter to reform. What gets tested is often what gets taught, and by testing almost exclusively for low-level skills, Chapter 1 may be holding back efforts to enrich the curriculum with more challenging material and concepts.

On involving families and communities:

- While the 1988 Hawkins-Stafford Amendments established new parental involvement requirements, this effort needs to be strengthened.¹⁰ Schools have reached out to parents, but still have far to go in actively engaging them in their children's education. Research has shown that parents want to be more involved but often do not know how.
- Chapter 1 is not doing enough to ensure that the multiple needs of students in high-poverty schools are met. Students in high-poverty schools often lack the supervision

and enriching experiences that promote learning in more advantaged communities. Children receiving appropriate health and social services are better prepared to succeed in school and life. Head Start has shown that early identification of nutrition, vision, health, and learning problems is vital not only for health, but also for learning. However, only about half of all elementary school children routinely receive health care. Moreover, more than one-fifth of 1st graders in high-poverty schools are perceived by their teachers as having general health problems—almost twice the percentage in low-poverty schools.¹¹ Many children are disconnected from existing health care services, and effective outreach is rare. Meanwhile, international studies show that other industrialized democracies are better ensuring the health and readiness to learn of their children, often through their schools. Measures of immunization, timely identification of disabilities, and child mortality rates all show that we must do better. Chapter 1 schools serving high concentrations of low-income students in their school districts can help effectively link the family with health and social services for success in school and in life.

Preschools and schools also often fail to build bridges for children and their families as children move from preschool to school. Too often, the academic gains made by preschool children and the involvement of families are not sustained when children enter school.

Moreover, learning is difficult when students fear for their safety; principals in high-poverty elementary schools are more than three times as likely to see physical conflict as a problem as principals in low-poverty schools.¹² Stronger collaboration between education and health and social services would respond to the multiple needs of these students.

On targeting resources:

- Dollars are spread too thinly to be effective. Almost all districts (93 percent) receive Chapter 1 funds. And two-thirds (52,000) of all public schools,¹³ including almost half of very low-poverty elementary schools (less than 10 percent poor children), receive Chapter 1 funds.

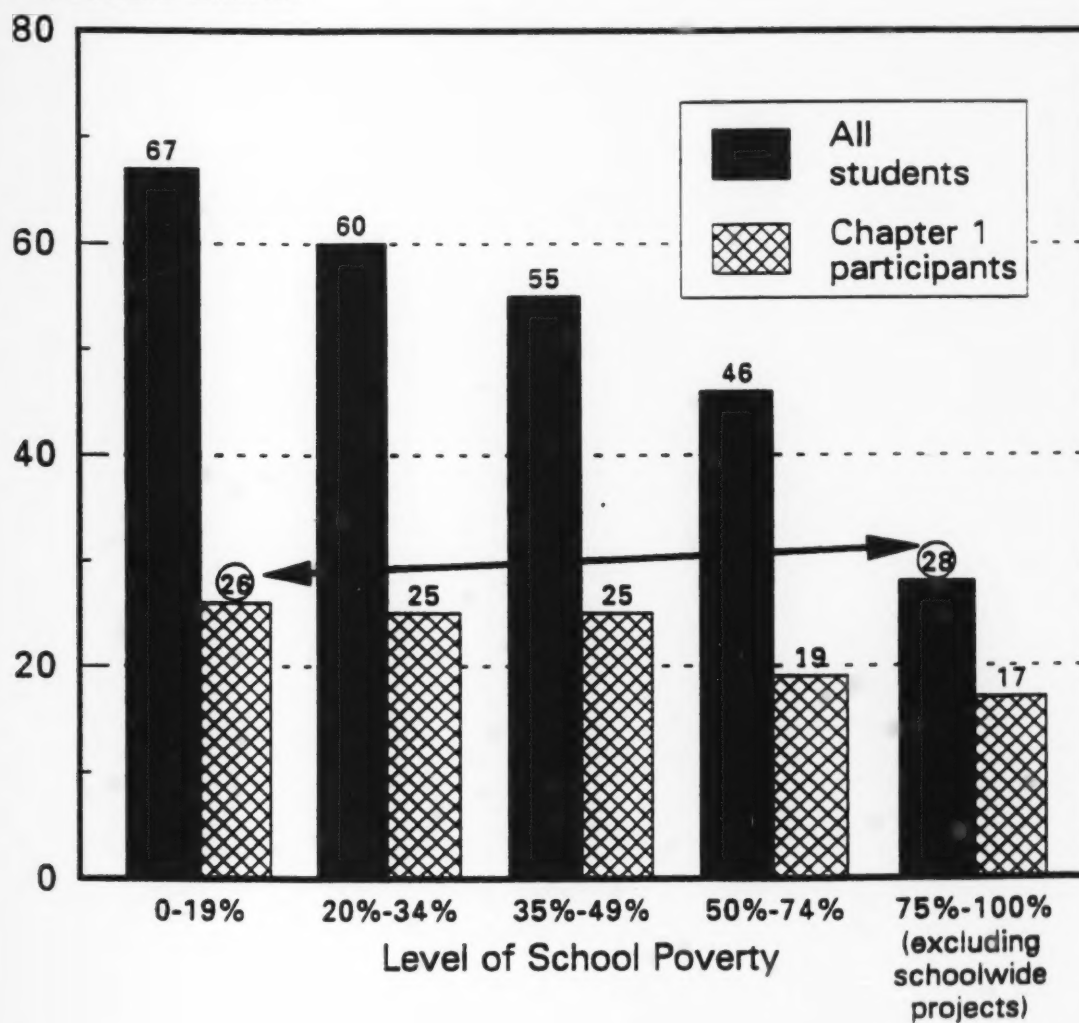
Yet 13 percent of high-poverty schools (above 75 percent poverty) receive no Chapter 1 funding, and one-third of the low-achieving children (students who score below the 35th percentile) in high-poverty elementary schools do not receive Chapter 1 services. Moreover, all students in high-poverty schools typically score about the same as Chapter 1 participants (the lowest achieving students) in low-poverty schools (Exhibit 1). Chapter 1 students in high-poverty schools score well below Chapter 1 students in lower poverty schools.

These deficiencies and opportunities for improvement can be addressed in the redesign of Chapter 1.

Exhibit 1.

The average 4th grade reading achievement of all students in high-poverty schools is about the same as Chapter 1 participants in low-poverty schools

Percentile Scores



Source: Prospects (Abt Associates, 1993).

What We Propose

The present Chapter 1 structure is not adequate to meet the National Education Goals and high standards called for in the GOALS 2000: Educate America Act. Rather than addressing each of the Chapter 1 structural problems individually, which could result in piecemeal changes to Chapter 1, our proposal takes a new look at the program: what we expect it to do; how Chapter 1 fits into the entire effort of school reform; how it relates to the children's other educational experiences; how to provide the resources and assistance schools need to work effectively; and where responsibility for education lies. Returning the program to its original name of Title I, reauthorization reaffirms the original intent of the program yet radically transforms its structure.

Our proposal for reauthorization:

- Focuses on high standards—the same high standards expected of all children—rather than perpetuating a remedial track that focuses on low-level skills. States will submit plans containing content and performance standards as well as a set of assessments the state will use to determine if children in Title I schools have met the standards. The content standards will clearly articulate what all children should know and be expected to do. Performance standards would be aligned with the content standards and provide a way for determining whether students are actually learning the topics and skills outlined in the content standards. The performance standards will include two high levels of performance—proficient and advanced. A third benchmark below the proficient level will also provide information on how well lower performing students are moving toward the standards. States in their plans will also define what constitutes adequate yearly progress for schools and local educational agencies (LEAs) toward meeting the performance standards. Standards and assessments developed under the GOALS 2000: Educate America Act will fulfill these requirements.

These changes tie Title I directly to state and local reform efforts, ensuring that the performance expected of children in Title I schools is the same as that expected of all children. In addition, by relying on new state assessment systems based on students' performance of complex tasks—and directly aligned with curriculum and high standards—schools, school districts, and states will have the information needed to improve both accountability and instruction. To free states and locals from the burden of providing data for a national assessment system, the U.S. Department of Education will gather national evaluation data separately, using a sample. This will dramatically reduce the amount of testing taking place in the average Title I school.

- Brings Title I decisions down to the school level so that schools, in consultation with their districts, can determine uses of funds in ways that best meet the needs of their students. Each Title I school will work with the district to determine how to use Title I funds in ways that make the most sense for its students. Bringing these decisions down to the school level will help transform Title I from a district-directed

"one-size-fits-all" program to a significant resource for schools to use to meet the needs of their children. The school's plan will be reviewed and updated on an ongoing basis to ensure that the school is continually taking the necessary steps to enable its students to meet the standards.

- Expands the schoolwide program approach and requires comprehensive instructional reform to enable all children to meet the challenging state standards. The schoolwide program approach will be expanded by lowering the minimum poverty level at which a school can become a schoolwide project from 75 percent to 65 percent poor children in the year 1995-96 and then to 50 percent in subsequent years. This will eventually allow about 12,000 more of our poorest schools to develop schoolwide programs (for a total of about 20,000 schools.)¹⁴ Schoolwide programs can combine Title I with other federal, state and local funds to serve all students in the school. Such funds, however, will have to be used for schoolwide reform strategies that increase the amount and quality of learning time and help provide an enriched and accelerated curriculum for all children, according to a plan to meet the high standards. This plan will be a comprehensive one for reforming the total instructional program, and describe how the school will use all of its resources to help students achieve state standards. The proposal allows a school to continue to operate as a schoolwide program based on its initially meeting the eligibility criterion. A school that is eligible but does not opt to be a schoolwide will have to explain why it opted out.

By allowing schools to integrate their programs, strategies, and resources, Title I can become the catalyst to comprehensively reform the entire instructional program that children in these schools receive, rather than merely serving as an add-on to the existing program. For children in high-poverty schools to meet high standards of performance, their entire instructional program—not just a separate Title I program—must be substantially improved. Schoolwide programs can be the vehicle to do this.

Our reauthorization proposal, however, also responds to the mixed results of current schoolwide programs by adding other new provisions to strengthen accountability and improve results, including:

- a one-year period to plan high-quality schoolwide programs.
- school support teams to improve the design and operation of schoolwide programs. A team of persons, including teachers, knowledgeable about research and practice on teaching and learning will work with schools as they develop their plans, review the plans' merits and make recommendations. The school support team also will periodically review the schools' progress and make suggestions for improvements in the design or operation of the entire instructional program.

- evidence that instructional reform addresses the needs of all children in the school, particularly those who are low achieving, limited English proficient, or from migratory families.
 - meaningful assessments—the same as those used by the state—and specific standards for measuring progress of all students, including those with special needs.
 - sustained and intensive professional development to help school staff implement schoolwide improvements. Staff development will concentrate on ensuring that staff in Title I schools deepen their understanding of their subject matter and expand their repertoire of teaching and management approaches.
 - a real emphasis on schoolwide reform and improvement to enable all students to meet higher standards.
- Reforms Title I programs in targeted assistance schools (schools that are ineligible or have not opted for a schoolwide approach) to enable participating children to meet the challenging state standards. As in schoolwide programs, those schools that continue to target Title I services on their lowest-achieving children will no longer be able to do business as usual. Their focus will be on a comprehensive plan and program to enable children served by Title I to meet the state standards. Like schoolwide programs, targeted assistance schools will focus on increasing the amount and quality of learning time for participating children and having highly qualified and trained professional staff. They will be required to give primary consideration to strategies for extending learning time so that children served receive all the classroom instruction that other children receive, in addition to Title I services, and to provide accelerated, high-quality curriculum and instruction rather than remedial drill and practice.
 - Ensures Title I funds for the most needy middle and high schools and promotes an enriched curriculum, mentoring, counseling, and career and college awareness and preparation for older students. A requirement that LEAs must serve all schools with at least 75 percent poverty before serving other schools will ensure participation of the highest-poverty middle and high schools in Title I. Along with offering enriching curriculum and instruction, these schools will provide counseling and mentoring, college and career awareness and preparation, and other services to help prepare students to succeed in college and work.
 - Emphasizes intensive and sustained professional development. School staff will need professional development to be able to provide the kinds of curriculum and instruction that will enable all students to meet the standards. LEAs and states will need it to facilitate these efforts. Title I, in tandem with the Eisenhower Professional Development Program under Title II, will play a key role in ensuring that the

necessary professional development exists for teachers, other school staff, and district staff. States and LEAs will describe in their Title I plans the kinds of technical assistance and high-quality professional development that will be available to LEA and school staff. Professional development also will be a central component of each Title I school—whether a schoolwide program or targeted assistance school—in order to strengthen teaching and learning that occurs throughout the school day.

- Focuses on increasing parent involvement. Provisions will emphasize three components of parent involvement: 1) policy involvement at the school and district level; 2) shared responsibility for high performance, embodied in school-parent compacts; and 3) building school and parent capacity for involvement.

Parents will be informed of the state standards for what all children are expected to know and the state assessments for measuring performance and progress. They will be involved in Title I planning and decision-making, including the development of the school plan. They will receive assistance and support, including literacy assistance if necessary, to assume these roles and to work with their children at home.

New provisions will institute school-parent compacts that identify the mutual responsibilities of each to help children succeed. The compacts and progress in meeting reciprocal responsibilities will be discussed at parent-teacher conferences in elementary schools. These provisions recognize the full range of roles that parents can play in their children's education as well as the need for parents and schools to develop a partnership and ongoing dialogue around children's achievement. Similar compacts have been used effectively by leading innovators to bring parents into the learning process. Former Secretary Terrel H. Bell and former Congressman Augustus Hawkins, along with several education leaders, recently advocated such learning improvement agreements.

- Strengthens Title I school-community connections to better meet children's needs by fostering integration of Title I with other educational programs and health and social service programs. New provisions will: 1) encourage school districts to coordinate and integrate Title I services with other educational services, including Head Start, and—to the extent feasible—with health and social services funded through other sources; 2) require LEAs to ensure the provision of health screening to children in high-poverty elementary schools for early identification of health problems that hinder learning.

These provisions recognize that the problems facing schools in high-poverty communities are severe and that schools need the support and involvement of parents, the community, and other agencies that serve children, youth, and families. By reaching out, districts and schools can encourage supportive collaboration. In addition, requiring coordination of educational services with Head Start and other preschool services, coupled with new emphasis on ensuring intensive and sustained

high-quality professional development, expanding the schoolwide program approach, increasing parent involvement, encouraging coordination with health and social services, and requiring health screenings for students in high-poverty elementary schools will support continuity and increased attention to transition as children move from preschool to school.

- Simplifies selection procedures for students who have disabilities or are limited English proficient (LEP) by no longer requiring officials to document that these students' lack of educational progress stems solely from educational deprivation and not from their disability or limited proficiency in English, a case that often has proved difficult or impossible to make. This should reduce unnecessary assessment and increase the time devoted to instruction.
- Ensures equitable learning opportunities for Title I participants who attend private schools by strengthening the provisions governing consultation among public and private school officials. By adding to the statute a comprehensive definition of "timely and meaningful consultation," reauthorization will require public school districts to explore the full range of options for ensuring that eligible private school students receive the most effective services possible.
- Transforms Title I accountability through new state assessments and a new improvement process:
 - Each Title I school will be required to demonstrate, based on the state assessment, adequate yearly progress toward attaining the high state performance standards. Schools failing to make adequate progress will be identified for improvement and receive technical assistance from their LEA. If, after two years in school improvement, the school still fails to make adequate progress, its LEA must take corrective actions, such as instituting alternative governance arrangements or authorizing student transfers to another school; the LEA, however, could take such actions any time after a school is identified for improvement.
 - Schools exceeding the state definition of adequate progress for three years or whose students meet the state's advanced standards will become "Distinguished Schools" with the option to mentor other schools and the possibility of receiving monetary awards from their state's Title I funds, and other institutional and individual rewards from their district.
 - School districts also will be held accountable by their SEAs for performance, through mechanisms similar to those established for schools.
 - Distinguished Educators will be made available, where requested, to schools and districts farthest from meeting the state standards.

- Increases targeting of Title I resources to the highest-poverty districts and schools based on the principle that at least half of the funds should go to the poorest counties that enroll 25 percent of the total student population. The revised allocation formula will deliver more dollars to the neediest districts by:
 - allocating 50 percent (compared with the current 10 percent)¹⁵ of the funds to counties and districts that qualify for concentration grants—those with a poverty rate above 18 percent (currently the national average) or that enroll large numbers (more than 6,500) of poor children.
 - raising the poverty threshold for concentration grants from the current 15 percent to 18 percent (the current national average) to ensure that funds are sufficiently concentrated on the neediest children.¹⁶
 - instituting a 2 percent absorption rate; counties and districts will absorb the costs for the poor children who make up the first 2 percentage points of their poverty rates by not counting these children for purposes of allocation. The rationale is that counties and districts with low poverty should be able to fund the additional services needed for serving at-risk children from their own resources. Counties above the national poverty average would benefit because they would have a greater share of the children remaining in the formula.

At proposed 1995 appropriation levels, these changes move approximately \$500 million from lower-poverty to higher-poverty counties. Counties in the highest-poverty quartile would receive a 15 percent increase in Title I funding; the lowest-poverty quartile would lose 34 percent (Exhibit 2).

- Increases targeting of Title I resources to the highest-poverty schools within districts by:
 - requiring districts to rank all schools with at least 75 percent poverty without regard to grade span and to serve these schools before serving schools below 75 percent. This change would result in high-poverty middle and high schools being served before lower-poverty elementary schools.
 - requiring districts to distribute dollars to schools on the basis of poverty in order to eliminate the penalty for successful schools caused by allocating funds on the basis of low achievement. To ensure that each participating school receives more resources than under the current law, each school's allocation per poor child must be at least 80 percent of the district's Title I per child allocation.

- removing or limiting school eligibility rules that currently allow LEAs to serve schools below the district poverty average.
- Builds capacity to develop new knowledge about program innovations and share this information through partnerships for dissemination and use. A new authority will enable the Secretary to support rigorous demonstration projects that show special promise of improving the achievement of children in high-poverty schools. These projects can focus on services to populations that are especially needy and difficult to serve or on particularly innovative reforms in high-poverty schools. Populations of special concern would include such groups as migratory children and other highly mobile students; LEP students; youth making the transition from institutions for neglected or delinquent children; and homeless children and youth. Innovations might include such strategies as integrating education and social services in high-poverty communities and applying new technologies to teaching and learning—particularly in situations where other strategies may be restricted, such as in providing services to private school students on religious sites and to students in extremely isolated areas. Our proposal also calls for a national evaluation of the demonstration projects using rigorous study designs and techniques to produce reliable evidence of effectiveness that can be broadly shared.

Exhibit 2
Targeting More Chapter 1 Funds to High-Poverty Areas:
Effects on the Distribution of Chapter 1 FY 1993 Funds Among Counties

	Counties			
	Highest Poverty Quartile	Second-Highest Poverty Quartile	Second-Lowest Poverty Quartile	Lowest Poverty Quartile
Poverty rate for school-age children	21.5% or more	15.7% to 21.4%	10.7% to 15.6%	10.6% or less
Share of nation's poor school-age children	45%	26%	19%	10%
Current share of Chapter 1 allocation	43%	26%	20%	11%
Proposed share of Title I allocation	50%	27%	16%	7%

Notes: Each poverty quartile contains roughly one-fourth of the nation's school-age children, according to the 1990 census. The full impact of this shift would be phased in over several years.

EVEN START FAMILY LITERACY PROGRAMS

What's New

Emphasize the family literacy focus of Even Start and its targeting on low-income families.

Strengthen the targeting of services to families most in need and extend services to teen parents.

Improve the linkages between schools and communities by requiring stronger collaboration in the application and implementation process.

Allow the inclusion of family members other than parents and preschool children when deemed appropriate by the program.

Provide for greater continuity of services by requiring some summer activities, and prohibiting program designs that would limit family participation to a period of less than three years.

The links between undereducated parents, family poverty, and the potential failure of children in school are well documented. Family literacy programs recognize the intergenerational effect of the parents' education and the role of the parent in the educational development of the child. The improvement of family literacy is an emerging and promising practice in education intended to break the cycle of poverty and illiteracy, and the Even Start program is the only large-scale federal effort to develop and demonstrate its effectiveness among the nation's disadvantaged families.*

Even Start is a family focused program providing participating families with an integrated program of early childhood education, adult literacy and basic skills instruction, and parenting education. All projects have some home-based instruction and provide for the joint participation of parents and children. Even Start is now a state administered program in its fifth year of implementation. There are approximately 344 local Even Start programs operating in every state, Puerto Rico, and the District of Columbia.

*Once the Head Start reauthorization has advanced further, the U. S. Department of Education may address additional reauthorization issues in the Even Start program and may propose changes to ESEA to coordinate the programs.

What We've Learned

The current legislation needs a greater emphasis on the family focus of program goals and activities, both in its purpose and in inclusion of members of families other than parents. There is no provision in the current legislation to include in appropriate activities family members, such as spouses, siblings, and grandparents, who do not meet the eligibility requirements.

Even Start families served under the current legislation are highly disadvantaged economically and 77 percent of parents lack a high school diploma.¹⁷ However, more attention should be paid to targeting and recruiting families most in need. The current restriction that parents must be eligible for adult basic education excludes an especially needy group—teen parents who are still in school—from participation.

Currently, the program requires families to reside in attendance areas designated for participation in Chapter 1 programs to be eligible for Even Start. Some projects have reported problems with this requirement since not all needy families live in these attendance areas. Conversely, many of the Chapter 1 attendance areas served by Even Start do not have high concentrations of poverty.

In the first year of program operation, there was considerable turnover in Even Start families, which is typical of programs for disadvantaged adults; however, retention improved considerably in new projects funded the second year. Since the preliminary evaluation results point to greater gains for longer participation, the statute needs to strengthen provisions for greater continuity of program services.¹⁸

What We Propose

Our proposal for reauthorization:

- Revises the statute's statement of purpose to reflect the family focus of Even Start and its targeting on families in poverty.
- Strengthens the targeting of services to families most in need by specifying that projects must include active recruitment and preparation for participation of these families, giving priority to projects serving families in eligible Title I schoolwide attendance areas, requiring that a high percentage of families served have children who reside in Title I attendance areas, and requiring that projects consider, at a minimum, individual levels of adult literacy (or English language proficiency) and poverty in recruiting families most in need.
- Extends eligibility to include teen parents, who are among those most in need of the types of services provided by Even Start.

- Requires program designs to provide services for at least a 3-year age range and to operate on a year-round basis.
- Improves the linkages between schools and communities by requiring stronger collaboration in the application and implementation process.
- Provides more flexibility to states in the operation and evaluation of the program and to the Department in carrying out technical assistance, evaluation, and program improvement.

EDUCATION OF MIGRATORY CHILDREN

What's New

Focus the program on helping migrant children meet the same high standards expected of all children by supporting services that sustain and accelerate their progress in school.

Target services to the most recently mobile children, who experience the most disruption in schooling.

Promote coherent, system-wide education reform across the Migrant Education, Title I LEA Grants, and other related programs by requiring better integration of these programs' services for migratory children.

Provide the Secretary with broad authority to collect data that are needed to administer the program, using the most appropriate means available.

Created in 1966, the Migrant Education Program (MEP) has as its mission to expand, improve, and coordinate educational programs for the children of the nation's migratory farmworkers and fishers. The MEP provides supplementary instruction in reading, language arts, and math to migrant students, who often are behind in school or have limited English proficiency. In some projects, instruction is presented in Spanish when there are large numbers of Hispanic migrant students. The MEP also often provides support services and links migrant children and their families to community resources. For example, during the regular school year almost half of migrant students receive guidance and counseling services, and almost one-fourth receive health services.¹⁹ The current statute requires that children who have moved within the previous year (currently migratory) be given priority for services over students who have not moved as recently (formerly migratory).

What We've Learned

The Migrant Education Program serves just over 62 percent of currently and formerly migratory students during the regular school year. Although the statute requires that currently migratory children receive priority for services, only 58 percent of currently migratory students (compared to 66 percent of formerly migratory students) received MEP instruction during the regular term. Currently and formerly migratory students generate program funds at the same rate, despite the greater difficulty and expense of identifying and serving currently migratory students. This creates a greater financial incentive to identify formerly migratory children over currently migratory students. At the same time, however, the needs of currently migratory children appear to be more profound than those of children who have settled in one community for several years.

The MEP often appears to be offered in place of other supplemental services, including Chapter 1 LEA Grants. During the regular school year, currently migratory students are significantly less likely than formerly migratory students to receive traditional Chapter 1 services, because they are more likely to enroll in a school that does not offer these services.²⁰

The federally supported Migrant Student Record Transfer System (MSRTS), a computerized system for tracking and reporting on students' needs, is underused. Fewer than one-third of the projects during the regular school year report using MSRTS records to determine students' grade-level placement, the need for particular instructional or support services, or the number of credits needed for graduation for secondary school students. Projects tend to rely on regular district channels to obtain this information.²¹

What We Propose

Our proposal for the Migrant Education Program will help ensure that the neediest children receive adequate services through MEP and in coordination with other federal efforts.

Our proposal for reauthorization:

- Focuses the program on helping migrant children meet the same high standards expected of all children by supporting services that sustain and accelerate their progress in school. MEP projects will, where feasible, use the same standards and procedures used by the state in the new Part A program (the Title I LEA Grants program) to assess non-migratory children.
- Targets services to the most recently mobile children. The population counted for funding purposes and eligible for services will be limited to children who have moved within the previous two years. This is a dramatic change from the current law, which allows formerly migrant children to receive services for up to five additional years. Priority will be given to children with the greatest needs and whose education has been interrupted during the regular school year.
- Promotes coherent, system-wide education reform across the MEP, Title I LEA Grants, and other related programs by requiring better integration of these programs' services for migratory children. MEP personnel at both the state and local levels, and officials from other federally funded programs, will develop a joint plan to provide migratory children with access to these integrated educational services. Existing application procedures will be streamlined, and state plans will emphasize issues of quality.

Currently, MEP funds in many schools appear to provide services that could be provided by Chapter 1 LEA Grants. The Chapter 1 LEA Grants program serves only

about 24 percent of migrant students; this represents only half of the students reported to be eligible for this service.

- Provides a broad authority for the Secretary to collect data that are needed to administer the program, using the most appropriate means available.

EDUCATION OF NEGLECTED AND DELINQUENT YOUTH

What's New

Improve education in correctional facilities for young offenders by doubling the number of instructional hours that institutions are required to provide in order to receive Title I funds.

Authorize institutions for juveniles to operate institution-wide education programs. In school year 1996-97, all state institutions for juvenile delinquent or neglected children will be required to operate institution-wide programs under Title I.

Require not only evaluation of participants' educational progress, but also evaluation of the impact of programs on the employability of incarcerated youths who are above compulsory school attendance age.

Designate a liaison to coordinate transition activities between the state-operated institutions and locally operated programs.

The Chapter 1 program for neglected or delinquent (N or D) children provides financial assistance to state agencies for projects designed to meet the special educational needs of N or D children and youth (under age 21) in state-operated or supported institutions for N or D youth, adult correctional institutions, and community day programs for N or D children. Approximately 60 percent of all state-operated juvenile delinquent institutions and 40 percent of adult correctional institutions receive Chapter 1 N or D funding. Approximately 62,000 children and 400 institutions participate annually in state Chapter 1 N or D programs.²²

What We've Learned

The program is not adequately addressing the needs of incarcerated youth, who average three years behind in grade level and who generally lack job skills.²³ It serves a population of students who have experienced failure in school before entering the program, and who are not likely to continue their education after leaving the correctional facility. This characterization typifies incarcerated youth in general, whether or not they are assessed and identified for Chapter 1 N or D services.

Correctional institutions for young offenders often do not emphasize education; the Chapter 1 program provides an inadequate supplement.²⁴ The Chapter 1 N or D program currently requires that the institution offer only 10 hours of instruction a week to qualify for funding, far below the amount local school districts provide. The low-level skills reading and mathematics instruction provided most often by the Chapter 1 N or D program tends to rely on out-of-date materials and outmoded instructional strategies for teaching young adult

learners. Scheduling conflicts with other programs such as vocational training point out the lack of coordination.

The post-release experiences of participants reveal a need for practical employment-focused education while in the program and transition services after they leave. Within 10 months of their release, over one-third have had some trouble with the law.²⁵

What We Propose

The lessons learned from studying effective schooling also apply to education in correctional facilities. Emphasizing education and encouraging overall reform in the institution can lead to better integration of various program services. Placing more emphasis on the transition from an institution to public school, and focusing on job training and relevant academic content, can help participants return to school and further their learning.

Our proposal for reauthorization:

- Doubles the number of instructional hours that the institutions are required to provide to be eligible for the program. By increasing the minimum number of instructional hours to 20 a week, institutions for incarcerated youth will be required to make their programs more comparable to what is being offered by school districts. If incarcerated youth are to complete their schooling and obtain meaningful employment on the outside, they need to keep up their coursework—not fall further behind.
- Authorizes state juvenile facilities to operate institution-wide education programs using Title I and other federal and state education funds. In school year 1996-97, all state institutions for juvenile delinquent or neglected children will be required to operate institution-wide programs. Case studies of institutions that are using effective instructional and administrative practices show that they place education foremost in rehabilitation, and require all youth to participate; coordinate Chapter 1 N or D with other offerings, including vocational education; and provide instruction appropriate to the learning needs of young adults. Employment-focused education is a real need for participants, as most enter the work force after being released.²⁶
- Requires not only an evaluation (using multiple measures) of participants' educational progress, but also an evaluation of the impact of programs on the employability of incarcerated youths who are above compulsory school attendance age. The second evaluation will follow a sample of participants *after* they leave an institution.
- Authorizes funding for transition services for neglected and delinquent youth following release from an institution. Finding successful ways to help youth make the transition is critical to the success of youths who have been institutionalized.²⁷ Our proposal will also encourage states to develop innovative transition projects through competitive demonstration grants.

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TITLE II IMPROVING TEACHING AND LEARNING

Achieving the National Education Goals will require improved professional development and sustained school reform. Two specific initiatives in Improving America's Schools Act of 1993 focus on improving teaching and learning for all students: a professional development program and a consolidated, focused technical assistance program. Both of these initiatives provide an integrated strategy that coordinates federal, state, and local efforts while providing needed flexibility at the state and local levels.

DWIGHT D. EISENHOWER PROFESSIONAL DEVELOPMENT PROGRAM

What's New

Create an Eisenhower Professional Development Program that encourages professional development activities in all of the core subjects included in Goals Three and Four of the National Education Goals.

Provide professional development that builds on challenging state content and performance standards and is integrated into the systemic reform efforts of states, districts, and schools.

Integrate professional development activities into educators' careers from recruitment to retirement, and into the daily life of the school. Our proposal recognizes the role of teachers as an important source of knowledge and as shapers of professional development.

Encourage a variety of forms of learning that are embedded in the daily work of an educator (e.g., individual study, group study, inquiry into practice, and consultation with peers and supervisors).

Encourage states to develop and promote licensing and certification that are aligned with challenging state content standards.

Enabling all students to reach high standards will require new opportunities for professional development of teachers, other school staff, and administrators.

- Professional development for teachers and other school staff will need to be an ongoing activity from recruitment to retirement. It must focus on increasing educators' knowledge of their subjects and pedagogical skills specific to their subjects.

as well as on generic pedagogical skills. Such professional development should have a strong research base and be an integral part of improving the school.

- School administrators must be able to recognize and foster excellent teaching and learning. Such administrators would understand the integral role of professional development in the operation of the school and organize the school day to provide staff with opportunities for ongoing professional development.

What We've Learned

Helping all students reach high standards of performance will require new forms of professional development that replace activities that are "one-shot," offer limited follow-up, and are isolated from school and district goals. Most of the professional development supported by Department of Education program funds—particularly under the current Chapter 2 and Eisenhower Math and Science programs—has been relatively brief, not part of a comprehensive plan, and not sustained.¹ Although Chapter 1 teachers on average participate in professional development more often than regular classroom teachers, only one-third receive more than four days of staff development a year; Chapter 1 teachers' aides receive even less.² There also has been little coordination between professional development of teachers in the early elementary grades and their preschool counterparts, including Head Start teachers. Research and successful programs, however, have demonstrated the value of sustained and intensive high-quality professional development that is based on new models of teaching and learning, tied to high content standards, and located within professional communities of teachers. As found in a study of Title II/Eisenhower-supported teacher training, funds were more likely to be well spent in school districts with well-focused agendas for improvement.³

What We Propose

The legislation proposes creating the Eisenhower Professional Development Program. This effort will support and upgrade professional development in order to prepare teachers, other school staff, and administrators to help all students reach challenging state performance standards in the core academic subjects, and to engage in the sustained reform of schools. Allocations will be made among and within the states based on the number of children aged 5 to 17 (50 percent) and shares of Title I Part A local education agency (LEA) grant funds (50 percent).

Our proposal for reauthorization:

- Supports federal, state, and local efforts to stimulate and provide sustained and intensive high-quality professional development in the core academic subjects required to help students achieve the National Education Goals and meet challenging state performance standards.

- Six percent of the funds from the proposed Eisenhower Professional Development Program will support national activities, including (but not limited to) seed money for organizations to develop the capacity to offer comprehensive, high-quality professional development; professional development institutes; professional networks; support for the development of teaching standards; and support for the National Board for Professional Teaching Standards. Eisenhower funds also will support math and science consortia and a national math/science clearinghouse.
- In administering the remaining 94 percent of funds, states may use up to 6 percent for administration and 7.5 percent for state-level activities. Of the remaining state funds, 15 percent will be used to support activities provided by institutions of higher education, and 85 percent will be allocated to LEAs.

State activities will be guided by plans for professional development that outline a long-term strategy for obtaining and providing the sustained and intensive high-quality professional development required to improve teaching and learning. In these plans, states will be required to identify their professional development needs; outline a strategy for using technical assistance to address needs; describe how the state will work with local districts, schools, and colleges/universities to ensure that high-quality support is provided in the core subjects; and monitor and evaluate the effectiveness of professional development activities.

States will also be required to include in their plans a description of how the activities funded in the state by Title II will be coordinated with other professional development activities; states must coordinate Title II-funded activities with professional development sponsored by Title I and by other federal and state programs, such as National Science Foundation activities.

States may use Eisenhower funds to implement their professional development plans, including revising licensing requirements for teachers, other school staff, and administrators to align them with challenging state content and performance standards, providing financial or other incentives for teachers to become certified by the National Board for Professional Teaching Standards, and developing or supporting professional development networks of educators.

- At the LEA level, Eisenhower will be the pivot for professional development. Districts will submit professional development plans to states that reflect the needs of local schools and describe a strategy, tied to state content and performance standards, for addressing those needs by linking Eisenhower activities with other professional development efforts.

Of the funds received by districts, up to 20 percent will be spent on districtwide professional development activities, with at least 80 percent spent on professional development of teachers and other staff at individual schools in a manner determined by the teachers and staff and consistent with the LEA's plan. At least 33 percent of the cost of any local Eisenhower program activities will be borne by the LEA. LEAs may meet their cost-sharing requirements with other federal funds designated for professional development, with local funds for professional development, and release time for educators to participate in such activities.

- Continues to focus on math and science, but allows support for other core curriculum areas as federal funding increases. If the funding for Eisenhower is not greater than \$250 million, then 100 percent of the local funds will be spent on professional development in science and mathematics. If the funding for Eisenhower is between \$250 million and \$500 million, then 25 percent of the additional local funds also must be spent on professional development activities in mathematics and science. If the funding level for Eisenhower is above \$500 million, then LEAs will be able to use the professional development funds in any of the core subjects. This will provide locals with needed flexibility to coordinate their professional development activities with the introduction and implementation of state content and performance standards.

SUPPORT AND ASSISTANCE FOR ESEA PROGRAMS

What's New

Consolidate the functions of various categorical technical assistance centers into 10 comprehensive centers, to provide "one-stop shopping" for states and districts seeking help in administering and implementing federal programs authorized under ESEA, and to disseminate proven and promising practices.

Support the provision of technology-based technical assistance to states, local districts, and schools with access to information about federal priorities, policies, and guidelines so that they can benefit fully from Department-funded programs and information regarding proven and promising practices.

The Department currently provides assistance to state and local education agencies (SEAs and LEAs) in their administration and implementation of federal programs through a confusing array of providers with little or no connection to one another, and with a limited capacity for providing timely information.

What We've Learned

The Department supports numerous technical assistance centers to provide guidance in implementing federally supported elementary and secondary programs—at a cost of more than \$46 million a year*. Technical assistance mirrors the current fragmented and inflexible structure of ESEA programs. There is *no system* to the technical assistance and dissemination the Department supports; and there is *no strategy* for the coordination that will be necessary to support the directions proposed under ESEA.

- The typical technical assistance center funded by the Department to help states, LEAs, and schools implement federal programs focuses on a particular categorical program (e.g., Chapter 1) or issue (e.g., substance abuse prevention). Recipients of assistance are generally limited to those who are funded or served by the program. For example, Chapter 1 program staff (who serve more limited English proficient (LEP) students than are served under bilingual education) do not typically benefit from the expertise available through existing bilingual education technical assistance centers.
- Programs vary in the number of technical assistance centers supported and in the geographical areas or regions served by the centers, thus limiting coordination among existing providers.
- The opportunities for sharing information about federal programs through technology have not been fully utilized by the Department or the technical assistance providers. Technology can help us reach not only the 50 states and the 16,000 LEAs, but also over 100,000 schools and millions of educators. Currently neither the Department nor the existing categorical technical assistance centers has adequate technological capacity to provide information and to help large numbers of LEAs, schools, and educators.
- A 1991 Inspector General's report was highly critical of the Department's approach to providing technical assistance. Noted was the fact that there was no "departmental plan to ensure adequate coordination."⁴
- Stronger coordination can help to assure the best use of limited technical assistance resources and reduce duplication of effort. We need to increase coordination among the technical assistance centers, the regional educational laboratories, the Department's regional offices, and other technical assistance efforts supported by the Department.

*Forty-nine categorical centers support Chapter 1, Migrant Education, Title VII (Bilingual Education), Drug-Free Schools, and Indian Education and currently receive some \$46.1 million.

What We Propose

A new approach for providing technical assistance will provide a structure to help states, districts, and schools make the best use of federal resources through access to high-quality information and focused assistance. Direct access to timely information, and assistance in using categorical funds, can help promote state and local efforts to achieve the National Education Goals.

Our proposal for reauthorization:

- Consolidates the functions of 49 categorical centers into 10 comprehensive ESEA technical assistance centers to provide "one-stop shopping" for states and districts seeking assistance in implementing federal programs under ESEA and disseminating proven and promising practices. They also will serve as resources to schools in planning, implementing, and evaluating activities supported by ESEA funds. An ESEA technical assistance center will be located within each of the Department's 10 regions. At a minimum, they will provide the same level of expertise as current centers supporting Chapter 1, Migrant Education, Title VII, Indian Education, and the Drug-Free Schools programs. Yet they will be much more accessible, offering a well-publicized single point of contact, and will be able to provide comprehensive services to all their clients.

In addition, the proposed centers will be able to support the implementation of other elementary and secondary programs, such as Education for Homeless Children, which were not previously supported through technical assistance centers. All centers will maintain staff expertise in all of the categorical programs (e.g., Title I, Title VII, Safe and Drug-Free Schools).

Technical assistance centers will help states, school districts, and schools:

- Implement requirements related to federal categorical programs (e.g., needs assessment and targeting of funds, parent involvement, schoolwide program planning and implementation) and the needs of special populations (e.g., children in high-poverty areas, homeless, Indian, LEP, and migrant students);
- Train school support teams and the local monitoring of categorical programs;
- Align ESEA accountability requirements with state and local assessments; and
- Assist districts in fulfilling requirements regarding the administration and implementation of categorical funds.
- Implement promising and proven practices in a manner consistent with local systemic reform efforts.

The level of assistance to school districts and schools will differ based on state priorities and local needs. However, centers will be encouraged to assist them to:

- Make optimal use of ESEA funds through guidance on implementation, including how to conduct assessments of local and school needs and how to address areas of particular concern, such as drug prevention or meeting the needs of LEP, homeless, and migrant students;
- Develop systemic plans to integrate programs, reduce red tape, and monitor for performance;
- Develop and implement coordinated local plans for federal programs that are linked to systemic reform;
- Coordinate training for school personnel, parents, and community leaders in prevention and early intervention for students in high-need areas;
- Prepare staff to address the needs of special populations; and
- Assist schools with planning, implementing and evaluating activities supported by ESEA funds.

Both the ESEA centers and the regional education laboratories would disseminate information about exemplary and promising programs. Promising and proven practices will be disseminated by the regional technical assistance centers, the regional educational laboratories, and other assistance efforts of the Department.

How a New ESEA Technical Assistance Center Will Work

In one region of the country, several districts are developing Title I schoolwide programs that can meet the needs of schools that serve LEP students, along with other students. District officials realize that the LEP students, many of whom are recent arrivals to their districts, have special needs that have in the past been inadequately served through schoolwide approaches. The regional technical assistance center is providing "one-stop shopping" for the districts and the schools as they work through their plans.

Assistance starts with the latest information provided via a telecommunications network on regulatory and other guidance that cuts across relevant programs such as Title I, Eisenhower Professional Development, Title VII, and Migrant Education. Specialists in bilingual education, migrant education, Title I, and professional development from the technical assistance center convene to advise on strategies that will enable the districts to blend these funding sources to support coherent plans and programs that will meet each district's needs. They will also assemble information on promising approaches for providing multilingual instruction across the curriculum, involving LEP parents in their children's schooling, and working with community groups that serve recent immigrants.

Through the electronic network, districts and schools will learn about successful strategies that have addressed these challenges and about funding opportunities available for comprehensive districtwide approaches. Later the technical assistance center will help to prepare school support teams as they go out to review the preliminary school plans and provide guidance in their implementation.

- Supports the administration and implementation of a technology-based technical assistance service to provide SEAs, LEAs, and schools with prompt access to federal priorities, policies, and guidelines so they can benefit fully from Department-funded programs.

The technology-based technical assistance service will provide access to:

- Information on federal programs and initiatives, promising instructional and organizational practices, and Secretarial priorities;
- Public documents including federal program legislation, regulations, and non-regulatory guidance; and
- State and local program applications, grant announcements, Requests for Proposals (RFPs), and reports.

These services (such as electronic bulletin boards and computer based networks) can be linked with other institutional, state, and federally supported systems (e.g., Internet and AskERIC) to provide information on promising practices. Federally funded toll-free telephone hotlines could supplement the bulletin boards and networks by providing answers to questions about federal programs and other general information. All Department-supported centers would be linked to the system.

Notes

1. For example, a study of training supported by the Title II/Eisenhower program found that the median amount of training teachers received over a one year period was six hours. M. Knapp, A. Zucker, N. Adelman, M. St. John, The Eisenhower Mathematics and Science Education Program: An Enabling Resource for Reform (Washington, DC: U.S. Department of Education, 1991).
2. M. A. Millsap, et al., Chapter 1 in Public Schools (Cambridge, MA: Abt Associates, 1993).
3. M. Knapp, A. Zucker, N. Adelman, M. St. John, The Eisenhower Mathematics and Science Education Program: An Enabling Resource for Reform (Washington, DC: U.S. Department of Education, 1991).
4. U.S. Department of Education, Office of the Inspector General, Management Improvement Report No. 91-10: The Education Department's Use of Technical Assistance Centers and Clearinghouse for Providing Technical Assistance and Disseminating Information (Atlanta, GA: Author, 1991).

TITLE III EXPANDING OPPORTUNITIES FOR LEARNING

PUTTING TECHNOLOGY TO WORK FOR ALL STUDENTS

RESEARCH, DEVELOPMENT, AND DEMONSTRATION OF EDUCATIONAL TECHNOLOGY

What's New

Exert national leadership to help schools use technology to achieve high standards in teaching and learning through an Office of Educational Technology within the Department and a national long-range plan for effective use of technology.

Support competitive grants to states and school districts to help them develop plans and strategies for the effective use of technology.

Support competitive grants to technical assistance providers to improve services offered to schools and school districts on the use of technology.

Support research, development, and demonstration of technology applications.

The use of technology in education has grown rapidly, and many applications have proven their value as tools for improving teaching and learning. For example:

- Schools are investing in distance learning technologies such as satellite, cable, and fiber optics to bring innovative instructional programming across the curriculum to students and teachers in rural, suburban, and urban settings. More than 5,000 schools currently have satellite dishes; more than 80 percent of the schools in the U.S. have direct cable access.¹
- Students are using computer-based programs to explore topics on their own, contribute to collaborative projects, and communicate with researchers and other students. Scientific data are being collected and shared through experiments available on electronic networks such as the Internet.² Nearly every school in the country now has at least one computer, and more than half have modems or are connected to a network.
- Computers and video-interactive technologies are providing enhanced services to students that challenge them mentally.

- In 28 states, teachers are using statewide electronic networks to share ideas and lesson plans, discuss issues of common interest, and obtain information for planning, curriculum development, and instruction.
- Teachers, administrators, and students are increasingly using the Internet and other online services to gain access to educational resources such as ERIC, research results, lesson plans, reference services, and information on sources of financial assistance.

What We've Learned

Research on educational technology indicates that:

- Educational technology can have a significant positive effect on students' achievement and motivation.³
- Educational technology can create environments that increase interaction among students and between students and teachers.⁴

At the same time, however, several barriers have prevented educators from making maximum use of instructional technologies:

- Teachers and other educators do not have adequate experience with instructional technologies, and frequently do not have access to appropriate professional development to acquire the necessary skills.
- Few resources currently exist to assist schools and districts interested in using educational technologies. Consequently, educators are unable to make full use of these technologies.

What We Propose

The newly-created Office of Educational Technology will expand the effective uses of instructional technology through national leadership, state planning assistance, technical assistance for capacity building, research, and development and demonstration of technology applications. The Secretary will prepare and maintain a national long-range technology plan, developed with wide input from states, other federal agencies, school districts and schools, and other sources, to promote the effective use of technology.

Our proposal for reauthorization:

- Supports competitive grants to states and school districts to help them develop plans and strategies for the effective use of technology.
- Supports competitive grants to technical assistance providers to improve services offered to schools and school districts on the use of technology.
- Improves access of teachers and students to telecommunications by supporting development of guidelines to facilitate efficient and effective use of technology in education.
- Supports research, development, and demonstration of technology applications for education, including model instructional software and other products designed to help achieve the National Education Goals.
- Ensures that the Department will be actively involved in the Administration's plans to develop a National Information Infrastructure (NII). The NII will provide broadband, multi-purpose linkups between schools, libraries, colleges and universities, federal, state, and local government entities, and businesses.

STAR SCHOOLS PROGRAM

What's New

Broaden the purpose of the Star Schools Program to promote achievement of the National Education Goals and link activities directly to educational reform efforts at the state and local levels.

Build on the success of the Star Schools Program in responding to the increased demand for distance learning.

The Star Schools program expands opportunities for students to receive innovative instruction through the use of telecommunications. The Department has awarded approximately \$100 million to telecommunications projects since the program was authorized in 1988. Services have been provided to more than 5,000 schools; at least 500,000 students and 50,000 teachers have participated in the instructional and staff development activities.

Three types of Star Schools projects have been funded. The first, distance education projects, use a variety of technologies including satellite, fiber optics, cable, microcomputers, compressed video, interactive videodiscs, facsimile machines, and telephones to deliver educational services. Some of the activities include hands-on science

modules; enrichment programming; credit courses such as general mathematics, physics, workplace skills, and foreign languages; and programming for staff development and parent and community involvement. The second, dissemination projects, help states, school districts, and schools plan and implement technology-based distance education systems. The third is a special statewide project funded to develop a two-way, full-motion, interactive fiber optic telecommunications network.

What We've Learned

The Star Schools program is contributing to the body of knowledge about how distance education can improve opportunities for students from various backgrounds to learn and succeed. For example:

- Distance learning enables students in remote areas and in urban settings to benefit from the experiences and skills of master teachers in a range of subjects.
- Technologies help teachers find better ways to motivate their students and help them learn through hands-on, interactive experiences. Teachers reported changing their approach to teaching after participating in staff development related to technology. Changed practices include using and valuing more exploratory and cooperative teaching methods, interdisciplinary team-teaching, and new methods for assessing student achievement.

What We Propose

Our proposal for reauthorization:

- Broadens the purpose of the program to promote achievement of the National Education Goals and support state and local education reform efforts to enable all students to meet challenging state standards. Star Schools projects may support instruction in the arts, history, geography, mathematics, science, foreign language, English, and other disciplines.
- Authorizes a set-aside for leadership activities to enable the Secretary to help coordinate project activities among telecommunications entities and further develop and expand telecommunications services to schools through dissemination and technical assistance.
- Expands the evaluation authority to allow research about distance education that goes beyond activities funded under the Star Schools program.

FUND FOR THE IMPROVEMENT OF EDUCATION (Formerly Fund for Innovation in Education)

What's New

Authorize the Secretary to fund activities of national significance that would contribute to high standards and education reform by consolidating separate programs.

The Fund for the Improvement of Education (FIE) supports projects that show promise of identifying and disseminating innovative educational approaches.

What We've Learned

In the past, FIE funds have been largely restricted to specific educational approaches (e.g., computer-based instruction, health education). This has limited the Secretary's flexibility in supporting educational reform efforts, particularly with regard to meeting the National Education Goals. Moreover, other related activities have been scattered among separate authorities.

What We Propose

Our proposal for reauthorization under the new name, Fund for the Improvement of Education:

- Consolidates in one broad program, focused on the National Education Goals, authority for the Secretary to fund projects of national significance related to high standards and education reform. Funds could be used for:
 - Activities that will promote systemic education reform at the state and local levels, such as research and development related to content and performance standards for student learning, and the development and evaluation of model strategies for assessing learning, professional development for teachers and administrators, parent and community involvement, and other aspects of systemic reform;
 - Demonstrations at the state and local levels that yield nationally significant results, including approaches to public school choice and school-based decision-making;
 - Joint activities with other agencies to achieve the National Education Goals, including those that improve the transition from preschool to school and

from school to work, and activities related to integrating education with health and social services;

- Activities to promote and evaluate counseling and mentoring for students, particularly those at risk of school failure, and including mentoring by senior citizens;
- Activities to promote comprehensive health education, foreign language education, and environmental education;
- Studies and evaluations of education reform strategies and innovations pursued by the federal government and state and local educational agencies; and
- The identification and recognition of exemplary schools and programs, such as "Blue Ribbon Schools."

JACOB K. JAVITS GIFTED AND TALENTED EDUCATION PROGRAM

What's New

Demonstrate that programs and strategies for gifted and talented students can be used to help all students in a school to meet challenging state performance standards. Give priority to demonstration projects in schools with high concentrations of poverty.

Eliminate the National Research Center but maintain authority for program evaluation, applied research and development, and dissemination.

The Jacob K. Javits Gifted and Talented Students Education Program was created under the Hawkins-Stafford Amendments of 1988. Its purpose is to provide national leadership for efforts to identify and serve gifted and talented students, especially those who are economically disadvantaged, have limited English proficiency, or have disabilities. The statute authorizes grants and contracts for demonstration projects, a national research center, and activities to provide leadership in gifted and talented education.

What We've Learned

Efforts to improve education in high-poverty schools show that instruction based on challenging content and problem solving techniques raises achievement for all students. The work of Henry Levin and Howard Gardner are examples of such instruction, and curricula in gifted and talented education use these approaches among others. In addition, several of the

Javits projects use such approaches to assess students' academic strengths, provide them with enriched learning opportunities, and give special opportunities to students who excel. These projects are promising models for raising standards for all students while providing appropriate opportunities for students who excel.

What We Propose

Our proposal for reauthorization:

- Targets grants to schoolwide efforts to provide challenging curricula and enriching instruction (often offered in gifted and talented programs) to all students; at least half of the grants will go to high-poverty schools. Efforts will focus on improving the curriculum and educational environment of schools and on setting high expectations for all students in the core subject areas, including high expectations for students who excel. By the end of the third year of a grant, each project would have to expand gifted and talented programs to serve all students in a school.
- Replaces a single national research center with a broader program of applied research and development, evaluation, and documentation of project implementation. High-quality project assessment will answer key questions about how to ensure that all students reach the highest levels of performance, including those identified as gifted and talented.

CHARTER SCHOOLS

What's New

Create a new authority to fund the planning and start-up of public charter schools—schools that are given much greater freedom over their mission and the means to attain higher standards.

Require each applicant to describe the educational results it will strive to produce—results tied to challenging state performance standards.

Six states have passed legislation approving an experiment in deregulation known as "charter schools." These states are allowing a limited number of public schools to sweep away virtually all state rules and regulations—except civil rights, health and safety, and financial audit requirements—in exchange for developing and implementing a plan to achieve better results in student learning.

Minnesota was first to pass such legislation in 1991, followed by California in 1992 and four other states this year. Currently, there is no federal program of support for charter schools.

What We've Learned

The idea behind public charter schools is simple: removing most regulatory requirements will encourage schools to sharpen their focus, mission, and identity. It also will demonstrate the impact—on school and student performance—of replacing rules-based governance with goals-based accountability. Ultimately, the public charter schools concept could make more choices available to families and children in the public schools.

Schools today are entangled in reams of rules and regulations. "A highly regulated school system," writes Paul Hill in *Urban Education*, "does not work because no one is personally responsible for whether children learn." It is precisely this personal responsibility—this sense of ownership—that the charter schools concept seeks to build into public education, for each charter school would be created and operated by key stakeholders such as teachers and parents.

What We Propose

Our proposal calls for a new competitive grants program to demonstrate the concept of public charter schools. State educational agencies (SEAs) or local educational agencies (LEAs) may apply for a single grant of up to three years, in partnership with the teachers, parents, or others developing the public charter school. A charter school application could cover any combination of one or more schools—including a single school, a school-within-a-school, or a high school and its feeder elementary and middle schools.

Our proposal:

- Authorizes funds for planning the public charter school and other start-up costs associated with getting the school up and running. Such costs might include developing new curricula, refining desired educational outcomes, securing necessary training for teachers, and reaching out to parents and the community.
- Requires each application to describe the educational results the school will strive to produce. Applications will be judged on the basis of quality and such considerations as the degree of flexibility afforded by the state to the school, the amount of community support and involvement, and the likelihood that the school will meet its objectives, and improve educational results for students. The state will be required to sign off on the school's application as evidence of its commitment to freeing the school from rules and regulations that would otherwise limit the flexible operation and management of the school.
- Reserves some funds for school support team review, for evaluating charter schools, and for bringing the schools together to exchange information and learn from each other.

ARTS IN EDUCATION

What's New

Support efforts by states, school districts, and other public and private agencies to strengthen arts education, develop new and better ways of teaching the arts, improve learning through the arts, and institutionalize arts as an integral part of the curriculum.

Integrate Department efforts with those of other agencies and organizations by authorizing joint funding of arts in education activities. The Department will work with national arts organizations to develop a coordinated strategy for integrating arts into education and reaching the goal of all students developing competence in the arts.

The U.S. Department of Education's Arts in Education Program supports the John F. Kennedy Center for the Performing Arts education programs and programs run by Very Special Arts, a private nonprofit organization promoting arts for individuals with disabilities. FIE has funded efforts led by the Music Educators National Conference on behalf of the Consortium of National Arts Education Associations to support the development of national education standards for all aspects of the arts. Moreover, the Department and the National Endowment for the Arts are collaborating with the arts education and research communities to develop a national agenda for research in arts education.

What We've Learned

An examination of recent research and exemplary arts programs indicates that:

- The arts are unique forms of knowledge and ways of knowing. They are essential elements in our children's development.⁵
- The arts are an effective tool for promoting learning, developing problem-solving skills, encouraging team-work, developing creativity, and understanding many different cultures.
- Arts education can invigorate schools by improving teacher performance and morale, involving parents, and building bridges to other institutions.
- The arts involve many different modes of active learning, creating greater opportunities for teachers to engage students.⁶

What We Propose

Our proposal for reauthorization:

- Supports systemic education reform by strengthening arts education as integral to the elementary and secondary curriculum by providing support for states, school districts, and other public and private agencies to strengthen arts education, develop new and better ways of teaching the arts, improve learning through the arts, and improve preservice and inservice professional development programs in arts education.
- Integrates Department efforts with those of other agencies and organizations by authorizing the joint funding of arts in education activities. The Department will work with national arts organizations to develop a coordinated strategy for integrating arts into education and giving students skill and familiarity in the arts. Although many federal agencies support arts education programs, the efforts are small and often uncoordinated; much more coordinated effort is needed.
- Continues Department support for education programs offered by the John F. Kennedy Center for the Performing Arts and Very Special Arts.

INEXPENSIVE BOOK DISTRIBUTION PROGRAM

What's New

Give greater priority to projects serving children with special needs when selecting new funding recipients.

Encourage local capacity building by making subcontracts time-limited.

The Inexpensive Book Distribution program is designed to motivate children (age 3 through high school) to read by providing free books and activities that encourage reading. Reading Is Fundamental, Inc. (RIF), a national nonprofit organization, is the sole contractor for this program and the vehicle through which the program purchases and distributes books.

RIF consists of a national organization and local projects, 2,939 of which are partially federally funded and 1,052 of which receive funds from private sources. Local projects are administered by schools, public agencies, and nonprofit organizations such as PTAs.⁷

What We've Learned

The National Literacy Act of 1991 stipulates that in funding new projects, RIF give priority to those serving special populations, including low-income children and children with special needs.

RIF's policy has been to continue funding existing projects, without regard to the financial status of the projects, as long as the projects' renewal proposals are acceptable; the renewal rate for these projects is 99 percent. In 1990, 1,000 groups applied for federal funding and were turned down due to a lack of federal funds available to start additional projects.

What We Propose

In the future, federal funding should be targeted more effectively to projects that serve children with special needs, as part of our support for efforts that will help all children reach challenging performance standards. Under current law, these projects include those that serve a substantial number or percentage of children who are from low-income families (particularly those in high-poverty areas); have disabilities; are at risk of school failure; are in foster care; are homeless; are migrant; have no access to libraries; are institutionalized or incarcerated; or have parents who are institutionalized or incarcerated.

Our proposal for reauthorization:

- Gives priority to projects serving children with special needs, including low-income children, children with disabilities, homeless children, migrant children, and institutionalized or incarcerated children.
- Encourages local capacity building by limiting the number of years projects can receive funding unless they can show financial hardship.

Notes

1. Office of Technology Assessment, Linking for Learning (Washington, DC: Author, 1989), pp. 42 and 67.
2. "K-12 Computer Networking," The ERIC Review 2/3 (Winter 1993).
3. Office of Technology Assessment, Power On! New Tools for Teaching and Learning: Summary (Washington, DC: Author, 1993), p. 2.
4. "K-12 Computer Networking," The ERIC Review 2/3 (Winter 1993). Office of Technology Assessment, Power On! New Tools for Teaching and Learning: Summary (Washington, DC: Author, 1993).
5. J. D. Wolfensohn and H. M. Williams, "The Power of the Arts to Transform Education" (1993).
6. C. Fowler and B. J. McMullan, "Understanding How the Arts Contribute to Excellent Education," (1991).
7. C. Abbot, R. Yudd, and B. Gutmann, "An Evaluation of the Inexpensive Book Distribution Program" (Rockville, MD: Westat, 1990), p. iv.

TITLE IV SAFE AND DRUG-FREE SCHOOLS AND COMMUNITIES

What's New

Add violence prevention as a key element of the governors' and state, local, and school-based programs.

Link schools and communities in development and implementation of comprehensive prevention strategies.

Promote comprehensive strategies that include both basic prevention activities and other efforts, such as reducing illegal gang activity and supporting conflict resolution programs.

Target resources to high-need schools and communities, based on state-specified criteria.

Link state and local prevention efforts to measurable goals and objectives, such as decreases in drug use, violent behavior, and illegal gang activity. States and local educational agencies will be required to collect better data and report on progress toward meeting their stated objectives.

The Drug-Free Schools and Communities Act, enacted in 1986, has been the federal government's major effort in the area of drug education and prevention. The program provides funds to governors, state and local educational agencies (SEAs and LEAs), institutions of higher education, and nonprofit organizations to develop and operate a range of drug and alcohol prevention programs. Every state and at least 96 percent of LEAs receive funds under the Act. In FY 1993, almost \$600 million was appropriated for this program.

What We've Learned

Alcohol, tobacco, and other drug use continues to be a serious problem for teens and young adults.¹

- Use of alcohol and other drugs begins early. According to the annual national survey of student drug use, in 1992 many 8th graders regularly used alcohol (26 percent) and smoked cigarettes (16 percent). Many also had tried marijuana (11 percent) and inhalants (17 percent). Among 12th graders, 51 percent used alcohol and 28 percent

smoked cigarettes regularly, and 41 percent had tried an illegal drug at some time during their lives.

- While drug use generally has declined, alcohol and cigarette use remains high, particularly among young adult populations. In addition, recent national surveys have detected slight increases in the use of LSD by high school seniors and the use of inhalants, cocaine, and marijuana by 8th graders.
- Many public secondary school teachers regard student alcohol and drug use as serious or moderate problems in their schools (54 and 38 percent, respectively).²

Youth also are disproportionately the victims of crime and violence, particularly at or near school. Furthermore, today's school crimes are more violent than in past years, and involve children at younger ages.³

- Among 8th, 10th, and 12th graders surveyed nationally, nearly 20 percent had been threatened with a weapon and almost 10 percent were injured by a weapon at school. One out of every five high school students regularly carries a gun, knife, club, or other weapon. Many of these weapons are carried to school.⁴ Students in central cities are also more likely than suburban students to fear attack at school and to avoid certain public places.⁵
- Nearly 3 million thefts and violent crimes occur on or near school campuses every year—almost 16,000 incidents per day. Twelve percent of violent crimes in schools involve weapons. Nearly 500,000 teens are victimized annually by a violent crime occurring at or near school.⁶

National Education Goal Six—that all schools will be free of drugs and violence by the year 2000 and will maintain disciplined environments conducive to learning—recognizes that violence prevention is a key to the success of education reform. Students cannot learn and teachers cannot teach if students are disruptive or are threatened with violence.⁷ However, the Drug-Free Schools and Communities Act currently addresses drug prevention exclusively, and at the present time, the U.S. Department of Education does not support violence prevention education and activities. We have learned that coordinated prevention efforts with the community—parents, health care providers, civic leaders, and police are most effective.⁸ For example, schools have opened parent centers that offer parent training, counseling, and information about the school, including its drug programs. Other neighborhoods have set up "Safe Havens" that utilize a host of community services to provide children with alternatives to the street. Building links to the community also permits schools to reach youth who have dropped out of school and are not served by most schools' drug prevention programs.

We have also identified the characteristics of promising violence⁹ and drug¹⁰ prevention programs and have found that they are similar. The most promising prevention programs are those that are designed to address multiple risk factors found in individuals, peer groups,

schools, and communities. Examples of some of the types of these programs are those that enhance self-esteem, develop skills to resist using drugs and resolve conflict creatively, and improve decision-making and goal setting.

What We Propose

The proposed legislation takes a comprehensive, integrated approach to drug and violence prevention by recognizing the relationships between drug use and violent behavior (for example, they share many of the same risk factors and protective factors). It also builds on the success of schools working with larger communities in creating drug- and violence-free environments both within and outside schools. Communities with larger problems will receive larger shares of funding, based on criteria for high-need areas specified by each state.

Our proposal for reauthorization:

- Adds violence prevention as a key element of programs. The reauthorized ESEA will create a comprehensive federal effort in support of National Education Goal Six by expanding authorized program activities to include violence prevention. The bill responds to the crisis of violence in our schools by authorizing activities designed to combat and prevent serious school crime, violence, and discipline problems. LEAs will have the flexibility to design their own programs, which could include comprehensive school safety strategies, coordination with community agencies, implementation of violence prevention activities such as conflict resolution and peer mediation, and the installation of metal detectors and hiring of security guards (subject to a 33 percent cap).
- Links schools and communities. States, including the governors and the SEAs, and LEAs will continue to be required to show how they plan to use funds to support comprehensive drug prevention programs; in addition, they will also be required to show how funds will be used to implement violence prevention programs. To encourage community-wide strategies, LEAs will be required to develop their drug and violence prevention plans in cooperation with local governments, businesses, parents, medical and law enforcement professionals, and community-based organizations.
- Promotes comprehensive prevention strategies. All LEAs will be required to submit comprehensive plans for drug and violence prevention programs. Those that have adopted and implemented basic prevention activities will be able to engage in a broader range of drug and violence prevention activities. These additional activities could include community service projects, development of a comprehensive community-wide strategy to prevent or reduce illegal gang activity, opening before- and after-school "safe-haven" programs that provide students with a range of activities in a safe and drug-free environment, and programs such as conflict resolution and

peer counseling that provide students with skills necessary to address conflict in a non-confrontational manner.

- Targets resources to where they are most needed. States will receive 50 percent of their funds based on the Title I formula; the other 50 percent will be based on their school-age population. For the first time, SEAs will determine criteria for selecting high-need LEAs and target funds to those districts. Up to five LEAs or 10 percent of the LEAs in the state, whichever is greater, could be designated as high-need, and states will distribute 30 percent of their LEA funding to those LEAs with the greatest needs. The remaining 70 percent will be distributed to LEAs based on enrollment. LEAs will have the flexibility to target funds on students in schools with the greatest need for additional drug and violence prevention services.

The set-aside for the governors' programs would continue to support programs and activities for children and youth not normally served by state or local educational agencies or for populations needing special services (such as preschoolers, youth in juvenile detention facilities, runaway or homeless children and youth, and dropouts). Grants to institutions of higher education would also continue to be authorized for drug and violence prevention programs.

- Increases accountability. States and LEAs will be required to assess needs and measure program outcomes (for example, by collecting data on drug use and violence in schools and communities) and to use this information to formulate policies and program initiatives. They also will be required to report publicly on progress toward meeting their stated measurable goals and objectives. A new national evaluation system will be established to assess the impact of the Safe and Drug-Free Schools and Communities Act on youth, schools, and communities.

Notes

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TITLE V PROMOTING EQUITY

MAGNET SCHOOLS

What's New

Strengthen the focus on reducing minority group isolation by providing more flexibility for use of funds to promote more interaction between students participating in magnet school programs and other students in the buildings in which magnet programs operate.

Enhance support for magnet school programs that serve a wide range of students, rather than an elite group of students.

Target magnet school program funds to projects that develop new magnet schools and programs and innovative educational approaches.

Ensure that magnet schools will contribute to state and local efforts to help all students reach high standards of achievement.

Promote local capacity building to help ensure continuation of magnet programs after federal funding ends.

From 1972 through 1981, the federal government supported school desegregation efforts through the Emergency School Aid Act (ESAA). This school desegregation program was expanded in 1976 to include support for planning and implementing magnet schools. The ESAA program was repealed in 1981, but federal support for magnet schools was resumed in 1985 through the Magnet Schools Assistance Program (MSAP), which supports local projects aimed at school desegregation and the creation or operation of high-quality educational programs. MSAP provides two-year competitive grants to local educational agencies for magnet schools that are intended to reduce, eliminate, or prevent minority group isolation in elementary and secondary schools and strengthen students' knowledge of academic or vocational subjects.

What We've Learned

MSAP currently restricts the use of funds for planning and other activities needed to develop new programs that may be required to improve desegregation and student achievement outcomes. The limitations on innovation, coupled with the statute's implicit promotion of the use of funds for maintenance of programs, reduces the potential of projects to respond to desegregation demands and education reform plans. While the statute requires that applicants

plan to continue operating their magnet schools once the grant period ends, MSAP does not help grantees develop the capacity to meet this requirement successfully.

Some critics of magnet schools have charged that racial segregation in some programs-within-schools undermines the goal of maximizing contact between students of different social, economic, ethnic, and racial backgrounds. Achieving this goal may require supporting activities that include other students enrolled in the buildings in which magnet programs operate.

Some of the statutory priorities for grantee selection have adverse consequences. For example, a requirement that applicants receive special consideration for recently implementing or modifying a desegregation plan does not effectively distinguish among applicants and may encourage unnecessary modifications. Additionally, the requirement that priority be given to school districts with high proportions of minority group children in the desegregation plan creates an unfair disadvantage for school districts that have successfully desegregated parts of their district. These districts may not need plans that affect all schools or grade levels.

What We Propose

Our proposal for reauthorization:

- Strengthens the focus on reducing minority group isolation by providing more flexibility for use of funds to promote more interaction between students participating in magnet school programs and other students in the buildings in which magnet programs operate.
- Enhances support for magnet school programs that serve a wide range of students rather than an elite student body by:
 - permitting the use of funds for activities that will benefit all students in a school building where a magnet program is located;
 - giving priority to projects that use lotteries rather than academic examination to select magnet students; and
 - requiring applicants to provide students who live in the local attendance area equitable access to the magnet schools.
- Enhances the quality of programs by:
 - increasing the proportion of funds that can be used to plan and develop new schools and programs;

- giving priority to new or significantly revised magnet schools and programs;
- giving priority to projects that are consistent with state or local systemic reforms; and
- authorizing a longer project period (four years) to give grantees adequate time to develop and implement new and innovative programs.
- Promotes development of local capacity to continue projects by:
 - encouraging applicants to document success in continuing previously funded magnet projects after federal funding ended, as evidence that they will use MSAP funds to enhance their capacity; and
 - requiring grantees to contribute part of the cost of the project during the grant period.
- Deletes priorities that have adverse consequences, including those for recently implemented or modified desegregation plans and for plans including higher proportions of minority children.

EQUALIZATION ASSISTANCE

What's New

Provide grants and contracts for technical assistance to help states to achieve greater equity in school funding.

Support research on ways to achieve greater equity in the distribution of educational resources and opportunities.

Encourage the development and dissemination of models and materials to help states construct more equitable school finance systems.

Disparities in education resources among rich and poor school districts have been a longstanding barrier to equal educational opportunity.¹ In the past two decades, 12 state courts have ruled their states' systems unconstitutional due to funding inequities; litigation is pending in half the states.²

Federal efforts have encouraged state equalization reforms in limited ways.

- *Section 842* of the Education Amendments of 1974 authorized grants to states to develop plans for greater equalization of resources among school districts; these grants were funded for one year only (\$13.5 million in FY 1977).
- In 1978, *Section 426A* of the General Education Provisions Act (GEPA) authorized renewed support for state equalization efforts, as well as temporary training centers to develop expertise in school finance equity issues and the development and dissemination of models and materials to help states construct more equitable school funding systems. However, GEPA 426A was never funded, and its authorization expired in 1983.
- The Impact Aid program currently contains a provision (*Section 5(d)(2)*) permitting states that pass an equalization test to consider Impact Aid funds to be local revenues offsetting state aid that otherwise would be paid.

What We've Learned

Continuing disparities in the quantity and quality of education resources across school districts have aroused considerable concern about the potential effectiveness of Chapter 1 for closing the achievement gap between high- and low-poverty schools.³ Where state school finance systems are inequitable, the federal funds may simply buy services and resources in poor districts that wealthier districts routinely provide to all students through state and local funds.⁴

In 1990, Rep. Augustus Hawkins proposed encouraging school finance equity within states by requiring states to meet the Impact Aid equalization standards in order to receive Chapter 1 funds (Fair Chance Act, H.R. 3850). Six states are currently approved as equalized states under the Impact Aid standards, but this number could fall under proposed program revisions, suggesting that a large number of states might become ineligible to receive Chapter 1 funds under this measure. Given the political difficulty of implementing equity reforms, and the small percentage of total funding provided through Chapter 1, this measure might prove ineffective. If states could not achieve equalization standards, such a requirement could end up reducing resources for poor districts with large concentrations of disadvantaged students.

Others have suggested using federal incentive grants or subsidies to encourage state equalization efforts. However, given the strong political forces involved in equalization battles (e.g., in Texas and New Jersey), a significant level of funding probably would be necessary for this approach to have an impact on state school finance policies.

Technical assistance represents a third option for promoting greater equity. Although the previous federal program of equalization assistance (*Section 842*) was funded for only one year, some school finance experts believe it made a significant contribution to the equity reform efforts of the 1970s by developing expertise in school finance equity issues within

states. A more sustained commitment to supporting state reform efforts through technical assistance and research and development could have an even stronger impact.

What We Propose

The federal government will promote greater equity in the distribution of education resources among school districts through a three-part strategy of technical assistance, research, and development of model school finance systems.

Our proposal:

- Supports technical assistance to states to improve the equity of school funding through grants and contracts for state educational agencies and other public and private institutions.
- Supports research on ways to achieve greater equity in the distribution of educational resources and opportunities, including training individuals in such research and collecting, analysis, and reporting periodically data on the progress of states in achieving school finance equity.
- Encourages the development and dissemination of models and materials to help states construct more equitable school funding systems.

WOMEN'S EDUCATIONAL EQUITY

What's New

Expand the scope of the program to allow the Secretary to support demonstration programs *and* local implementation projects. Activities may include: prevention of sexual harassment, gender equitable teaching practices; and support and assistance for pregnant and parenting students.

Support research and development of strategies to advance gender equity, as well as methods to assess whether diverse educational settings are gender-equitable.

Give priority to programs that draw on a variety of resources, including parents and community-based organizations, in a comprehensive strategy to enhance gender equity in schools and other educational institutions.

The Women's Educational Equity Act (WEEA) was enacted in 1974 to promote educational equity for girls and women, including those who suffer multiple discrimination based on gender and on race, ethnicity, national origin, disability, or age. WEEA also provides funds

to help educational agencies and institutions meet the requirements of Title IX of the Education Amendments of 1972.

WEEA supports demonstration and model programs designed to help women and girls become active participants in academic fields and careers in which they have historically been underrepresented. It also supports research and development of teacher training programs, gender-equitable curricula, and other educational materials.

Under current law, WEEA funds can be used for local implementation projects only when WEEA's appropriation exceeds \$4.5 million. In recent years, WEEA's total appropriation has not been sufficient to trigger this part of the program. While WEEA's appropriation reached a high of \$10 million in 1980, its funding level dropped to \$500,000 in 1992. The funding level for FY 1993 is \$2 million.

What We've Learned

WEEA funds have been used primarily to develop and disseminate materials promoting gender equity in schools. The WEEA Publishing Center collects and disseminates information produced through WEEA grants—including research on effective practices, curricula, and assessments—to teachers and school districts across the country.⁵ The WEEA program has contributed substantially to the number and quality of materials on educational equity.⁶

Gender inequities still exist in schools, however. Studies show that girls receive significantly less attention from classroom teachers than boys.⁷ Sexual harassment is a problem faced by girls and women of all ages.⁸ Girls still are underrepresented in mathematics and science courses, and they tend to lose confidence in their mathematics and science ability as they move through adolescence. Unfamiliarity with mathematics and science forces many women to remain in low-paying, traditionally female jobs that do not require such skills.⁹

While the WEEA program has helped educators research, create, and obtain materials on gender-equitable teaching practices, WEEA funds have focused more on producing such tools than on providing the training and support teachers need in order to use them. In order to help teachers provide high-quality, challenging learning experiences to all students, WEEA should support research, development, and local implementation of strategies for gender-equitable teaching materials and methods.

What We Propose

To ensure that women and girls have full and equal access to all educational and vocational opportunities, our proposal will help schools incorporate teaching methods and educational materials that ensure that all women and girls have equal opportunities to achieve challenging educational standards.

Our proposal for reauthorization:

- Expands WEEA's scope by allowing the Secretary to support implementation activities as well as development and dissemination of materials. WEEA would support implementation programs designed to:
 - prevent sexual harassment;
 - train teachers, other school staff, and school administrators in gender-equitable instructional techniques;
 - increase opportunities for women and girls in non-traditional fields through leadership training and school-to-work transition programs; and
 - help pregnant and parenting teens remain in school, graduate, and prepare their children for preschool.
- Funds research grants to advance gender equity; study and develop ways to evaluate whether diverse educational settings are gender-equitable; and develop strategies for disseminating and replicating effective programs.
- Institutionalizes gender-equitable practices by engaging parents, teachers, students, community groups, and institutions of higher education in developing and implementing gender equity programs. The Secretary will give special consideration to applicants who plan to use local resources to develop and implement gender equity strategies and activities.

Notes

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TITLE VI INDIAN EDUCATION

What's New

Support efforts to help Indian students achieve the same challenging performance standards expected of all students.

Promote comprehensive planning by local school districts to meet the needs of Indian children by requiring each school district to submit with its formula grant application a plan that identifies performance goals for Indian students that are based on the state's challenging performance standards.

Strengthen integration with other titles in the Act by requiring each local school district to explain in its plan how federal, state, and local programs will help meet the needs of its Indian students.

Strengthen the role and responsibility of states in providing high quality education for Indian students. States would review school district formula grant applications. Funds would be available to states with education reform plans that provide effectively for the education of Indian children and adults, to use for activities that build the capacity of the state to serve the educational needs of Indians.

Unify the legislation by authorizing only formula grants in Part A, all discretionary programs to serve Indian children in Part B, programs for Indian adults in Part C, national research and evaluation activities and grants to states in Part D, and program administration in Part E.

The U.S. Department of Education's Indian education programs supplement the efforts of state and local educational agencies (SEAs and LEAs) and Indian tribes to improve educational opportunities for Indian children and adults. Indian education programs include a formula grant program and a variety of discretionary grant programs, as authorized by the Indian Education Act of 1988.

Formula grants, which serve an estimated 309,000 Indian students, currently provide funding to 1,050 school districts, 75 Bureau of Indian Affairs (BIA) contract schools, and 82 BIA-operated schools for tutoring, remedial reading and mathematics, counseling and guidance, Indian cultural activities, and other supplemental services to address the children's special educational and culturally related academic needs.¹ Discretionary grants for demonstration projects and enrichment and other supplemental services serve an estimated 18,000 Indian students annually.² Other discretionary grants help an estimated 560 adults annually obtain postsecondary training and earn college degrees in education and other fields.³

Discretionary projects also provide basic education and literacy training for an estimated 7,000 Indian adults.⁴ In addition, six regional centers provide technical assistance to agencies, schools, Indian tribes, and organizations that serve Indian students.⁵

What We've Learned

The formula grant program is limited in what it can accomplish; payments average \$144 per eligible student.⁶ In addition, in the current legislation, formula and discretionary grant programs are limited by the absence of clear goals tied to high standards and systemic reform.

In 1990, the Department chartered the Indian Nations At Risk Task Force to study the status of Indian education and make recommendations to improve it. In its report, *Indian Nations At Risk: An Educational Strategy for Action*, the Task Force documented poor academic achievement among up to 60 percent of American Indian students.⁷ The dropout rate for Indian students is unacceptably high; for example, 9 percent of Indian students who were 8th graders in 1988 had already dropped out of school by 1990.⁸ The Task Force called for higher expectations of students' capabilities, enriching curricula, support for Native languages and culture, involvement of parents and community leaders in partnership with schools, and training of teachers to teach Indian children more effectively.⁹

What We Propose

The Department, drawing on the work of the Task Force, is proposing changes in the legislation to strengthen the effectiveness of its Indian education programs. These changes will integrate Indian education funds with other ESEA resources to support high standards, comprehensive planning by LEAs and SEAs, and greater involvement of states in education for Indian children.

Our proposal for reauthorization:

- Supports high standards for Indian students. Current legislation defines the purpose of Indian education programs in terms of meeting the needs of Indian students, but does not explicitly address goals. The proposed legislation defines the purpose of all Indian education programs as supporting efforts to meet the educational needs of American Indians and Alaska Natives, so that they can achieve the same challenging academic standards expected of all students.

Our legislative proposal for the formula grant reiterates this purpose and requires each school district to specify in their formula grant applications Indian education goals for academic content and student performance, that are consistent with the challenging state or local standards adopted through the GOALS 2000: Educate America Act or Title I. The formula grant program is particularly important, because 90 percent of Indian students attend public schools.¹⁰

- Promotes comprehensive planning by local school districts to meet the needs of Indian children. In their formula grant applications, LEAs will be required to submit a comprehensive plan for meeting the needs of Indian children, including their language and cultural needs. The plan must include student performance goals; describe professional development that will be provided; and explain how the district will assess students' progress toward meeting the goals and provide the results of this assessment to the parent committee and the community.
- Strengthens integration with other titles in the Act. The proposed legislation would require each local school district to explain in its comprehensive plan how federal, state, and local programs will help meet the needs of Indian students. Furthermore, the new legislation would allow LEAs to use formula grant funds under this title along with Title I funds in schoolwide programs, if the Secretary determines that they have made adequate provisions for the participation of Indian children and the involvement of Indian parents in these projects.
- Strengthens the role and responsibility of SEAs in providing quality education for Indian students. Current legislation does not provide any funding for states, nor does it address the role or responsibility of states in Indian education. Under reauthorization, states that include adequate provisions for the education of Indian children and adults could receive Indian Education funding to review and comment on LEA formula grant applications, collect data, assess the progress of Indian students toward the stated goals, provide technical assistance to school districts, or conduct related activities to build the capacity of the state to serve the educational needs of Indians. In addition, the new legislation encourages the involvement of states by requiring each LEA to have the SEA review its formula grant application and to submit the state's comments to the Department.
- Unifies the legislation. Current legislation is characterized by a conglomeration of separate discretionary grant programs. Subpart 1 of the current legislation includes discretionary grant programs for demonstration projects in school districts with high concentrations of Indian students (never funded) and for supplementary enrichment services through Indian-controlled schools, plus the formula grant program.

Proposed legislation would group and combine programs more coherently. Part A would cover formula grants. Part B would include discretionary programs to serve Indian children. Programs for gifted and talented students—like any other area of interest—could be supported through any of the grants in parts A and B. Part C would include the professional development and literacy/basic education programs for adults. Part D would cover national research and evaluation activities and grants to states. Part E would cover program administration.

Notes

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TITLE VII BILINGUAL AND IMMIGRANT EDUCATION

What's New

Strengthen support for the development of high-quality bilingual education programs that help limited English proficient (LEP) students attain high state standards. Three discretionary grant categories would replace the current six categories of Part A grants: 1) two-year Enhancement grants to help local education agencies (LEAs) develop existing bilingual education programs or initiate new programs; 2) five-year Comprehensive School grants to develop and implement schoolwide bilingual education programs in schools with concentrations of LEP students; 3) five-year Comprehensive District grants to LEAs for district-wide projects that serve LEP students.

Develop a new system of research and local program evaluation to promote the use of English and native language assessments that measure achievement of the same high standards expected of all students, and integrate Title VII project evaluations with those of other federal, state, or local programs.

Strengthen the state role by requiring that the SEAs review of the LEA applications include a determination of whether the proposed program is consistent with the state's plans for systemic reform. Title VII would include an enhanced state education agency (SEA) grants program. Grants to states will support state assistance to LEAs with program design, assessment of student performance, and project evaluation.

Redesign the professional development program to help create a highly trained cadre of school staff who will serve LEP students, and ensure that programs for LEP students are integrated with the general school curricula and form an integral part of school reform efforts.

Replace the Emergency Immigrant Education Act with a new program of discretionary grants to school districts which have experienced sudden increases in the number of children they serve who are recent immigrants.

The Title VII (Bilingual Education Act) program seeks to help local educational agencies (LEAs) and state educational agencies (SEAs) develop and support special programs for students with limited English proficiency (LEP). Originally enacted in 1968 and reauthorized five times, Title VII has always been a program to increase the capacity of LEAs and SEAs to provide special instruction to LEP students.¹ While it has had some success in helping

LEAs develop such activities, the program's role in school improvement must be better defined and its relationship to other federal programs must be strengthened.²

Since it was last reauthorized in 1988, Title VII has served approximately 350,000 students annually, or about 14 percent of the national LEP student population (which numbered 2.4 million students in 1992). By comparison, Chapter 1 served about 800,000 LEP students in 1990; such services are not generally provided via bilingual education approaches.³

The Emergency Immigrant Education Act (EIEA), administered by OBEMLA (although it is not part of Title VII), was enacted in 1984 as a formula grant program to SEAs. The annual appropriation for the program has remained at about \$30 million since 1984, while the number of eligible students has jumped from 349,000 to almost 826,000. Consequently, per pupil allocations to LEAs have declined from about \$86 to \$35.⁴

What We've Learned

Until now, many programs for LEP students have operated on two main assumptions: LEP students who are economically and educationally disadvantaged are incapable of learning to high standards, and instruction in the native language interferes with the task of learning English. According to an extensive body of research conducted during the last decade, cited by the Stanford Working Group on LEP Students, these assumptions are false. Research refutes "deficit model" assumptions and shows that LEP students can achieve to high standards.⁵ Research conducted by the U.S. Department of Education shows that maintaining and developing the native language in no way interferes with English acquisition.

Nationally, services to LEP students share a number of characteristics. Most classroom environments are passive and teacher-directed, with limited opportunities for students to use language actively and develop higher-order comprehension skills in English language arts and other subjects.⁶ English as a Second Language (ESL) approaches are the most common service provided, and use of the native language to teach LEP students is not intensive. Studies indicate a shortage of qualified staff to serve LEP students, and most teachers of LEP students have limited abilities in their students' native language. Finally, data on student achievement and outcomes are qualitatively limited and are based on varied assessment instruments and approaches, rendering analysis difficult.⁷

Evaluation information indicates that the Emergency Immigrant Education Program provides services similar to those supported by Title VII to an immigrant population with a very high proportion of LEP students (67 percent of LEP students in Title VII schools are foreign-born). In addition, the program operates under a cumbersome funding formula, and it is difficult to determine the quality of the services being provided to immigrant students.⁸

If we were to visit Mrs. Margaret Tanner, a Los Angeles teacher, we would see a classroom much like any other. Her building was constructed in the late 1950's and looks like a typical school of that era. The number of students has remained around 600 since its opening.

Mrs. Tanner has taught in her fifth grade classroom for 21 years. She is a dedicated and committed teacher. But she is quick to describe the greatest challenge to that professional commitment—the challenge of cultural and linguistic diversity in her student body. When she took that initial fifth grade assignment, she was teaching in a suburb where the community was almost all middle-class, white, English speaking, third and fourth generation European immigrants—much like herself.

In that first decade of her career, the Los Angeles metropolitan area extended beyond her suburb to create new ones, and her community became a haven for recently arrived immigrants from Mexico and other Spanish speaking countries. These immigrant parents, like the grandparents and great grandparents of her earlier students, had come to this locale to find employment and achieve a higher standard of living. Although she and her students now came from different backgrounds, she felt just as committed to these new students as she had felt towards her earlier ones.

In the last decade, shifts in the population have dramatically changed the nature of the student body. More and more, she teaches students who speak a variety of languages in their homes: Spanish, Vietnamese, Russian, Khmer, Chinese, or Farsi. The communities from which these students originate are made up of first generation Vietnamese, Hmong, Chinese, Iranian, Russian, and Central American refugees.

Mrs. Tanner is quick to point out that her commitment and determination to serve her students has not lessened, and may be greater than ever before. But she will also admit that the diversification of her student body has challenged her conceptualization of her role as teacher and the skills necessary to achieve effective instruction.

What We Propose

The Department can better assist LEAs and other entities in designing and implementing bilingual education programs that help students to achieve to the same challenging standards required of all students. Our proposal recasts the bilingual education program to support achievement of the National Education Goals and related school reform efforts. The primary purpose of bilingual education programs will remain the learning of English in all areas of the curriculum, while strengthening the development of the language and cultural skills necessary for America to compete effectively in a global economy. Proposed reforms strengthen the state role in the administering of the program; streamline program definitions for added flexibility; improve research, technical assistance, and evaluation; and emphasize professional development for teachers.

The federal government also has a role to play in helping LEAs meet the needs of immigrant students.

We propose creating a new authority within Title VII for discretionary grants to LEAs with concentrations of immigrant students.

Our proposal for reauthorization:

- Strengthens (through Part A) the focus on increasing local capacity to develop and enhance high-quality services to LEP students to help them attain challenging state standards, by refocusing and restructuring federal support for bilingual education programs. Three discretionary grant categories (except for the Academic Excellence dissemination program, moved to Part B), replace six current Part A grant programs: 1) two-year Enhancement grants to develop state and locally funded programs or to initiate new programs; 2) five-year Comprehensive School grants to develop and implement school-wide bilingual programs; and 3) five-year Comprehensive District grants to LEAs to develop and implement district-wide programs that serve all or most LEP students. All three programs may include services to parents of LEP students, tutorials and academic or career counseling, and acquisition of materials, software, and technologies specially designed for LEP children. All applicants must describe how the Title VII grant is consistent with any systemic reform plan and Title I plan.

The new grants ensure that programs are not isolated from the overall school program, emphasize comprehensive reform, and build local capacity to serve LEP students. Our proposal also simplifies program administration and provides LEAs with additional flexibility to design programs that meet local needs. A significantly expanded role for SEAs is integral to this change.⁹

- Restructures Part B (Research, Technical Assistance, and Evaluation) to improve a research agenda and requirements for local program evaluation. Eliminates Multifunctional Resource Centers (MRCs) and Evaluation Assistance Centers (EACs) to incorporate their functions into the 10 new ESEA Technical Assistance Centers. Improved research activities promote English and native language assessments closely linked to the high standards expected of all students. New Title VII program evaluations incorporate information from other programs serving the same students and include information on program implementation and context indicators. An expanded Academic Excellence program will promote the adoption and implementation of promising bilingual education programs and strategies, including professional development and professional networks to hasten the spread of high-quality programs.

Research on effective bilingual education practices and assessment will promote the accurate identification, placement, and assessment of LEP students in appropriate

programs. Evaluation requirements will increase program accountability through reporting outcomes and improve programs and schools by reporting implementation and context information.¹⁰

- Strengthens the state role by requiring that the SEAs review of the LEA applications include a determination of whether the proposed program is consistent with the state's plans for systemic reform. There would also be an enhanced state education agency (SEA) grants program. Grants to states will support state assistance to LEAs with program design, assessment of student performance, and project evaluation. This LEA/SEA/ED partnership will support systemic reform and encourage states to improve the coordination of services for LEP students by moving the Title VII state role closer to other federal, state, and local school reform efforts.¹¹
- Redesigns the grant structure of the professional development program (Part C) to focus on creating a highly trained cadre of school staff to serve LEP students, and ensures that programs are integrated with the general school curricula and form an integral part of school reform. Part C grantees must help address a shortage of staff qualified to serve LEP students, and must better incorporate the elements of systemic school reform, national standards, and the National Education Goals.

The new Part C includes grants to institutions of higher education (IHEs) to provide preservice and inservice training and national professional development institutes, to assist IHEs preparing staff to serve LEP students. It provides LEA grants for inservice professional development programs and academic fellowships for graduate and post-graduate studies. It encourages states to address the training of school staff serving LEP students in their state educational plan. These changes create a higher profile for bilingual education staff development, and link it more closely to systemic school reform efforts.¹²

- Replaces the Emergency Immigrant Education Act with a new discretionary grant authority in Title VII designed to address the needs for assistance of LEAs experiencing increases of immigrant students. These are two-year grants to LEAs which have at least 1,000 immigrant students or in which immigrants are 10 percent of total enrollment. LEAs may use funds to provide education and enrichment for immigrant students, including efforts to increase parent involvement.

Notes

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2. K. Hakuta (Chair, Stanford Working Group), Federal Education Programs for Limited English-Proficient Students: A Blueprint for the Second Generation (Stanford, CA: Stanford University, June 14, 1993).
3. W. E. Strang and E. Carlson, Providing Chapter 1 Services to Limited English-Proficient Students (Washington, DC: U.S. Department of Education, Office of Policy and Planning, 1991).
4. U.S. Department of Education, Office of Policy and Planning. Annual Evaluation Report: Fiscal Year 1991 (Washington, DC: Author, 1991).
5. K. Hakuta (Chair, Stanford Working Group), Federal Education Programs for Limited English-Proficient Students: A Blueprint for the Second Generation (Stanford, CA: Stanford University, June 14, 1993). See also M. B. Arias and U. Casanova (Eds.), Bilingual Education: Politics, Practice, Research (Chicago, IL: National Society for the Study of Education, 1993).
6. J. D. Ramirez, et al., Longitudinal Study of Structured English Immersion Strategy, Early-Exit and Late-Exit Transitional Bilingual Education Program for Language-Minority Children (Washington, DC: U.S. Department of Education, Office of Policy and Planning, 1991).
7. H. L. Fleischman and P. J. Hopstock, Descriptive Study of Services to Limited English Proficient Students (Washington, DC: U.S. Department of Education, Office of Policy and Planning), unpublished tabulations. See also E. E. Boe, Demand, Supply, and Shortage of Bilingual and ESL Teachers: Models, Data, and Policy Issues (Washington, DC: U.S. Department of Education, Office of Bilingual and Minority Languages Affairs, 1990). Also V. Collier, "A Synthesis of Studies Examining Long-Term Language-Minority Student Data on Academic Achievement," Bilingual Research Journal, 16/1&2, pp. 187-212.
8. P. Bateman, et al., New Land, New Knowledge: An Evaluation of Two Education Programs Serving Refugee and Immigrant Students (Washington, DC: U.S. Department of Education, Office of Policy and Planning, 1993). See also U.S. General Accounting Office, Immigrant Education: Information on the Emergency Immigrant Education Act Program, Report to Congressional Committees, GAO/HRD-91-50 (Washington, DC: Author, March 1991).

9. K. Hakuta (Chair, Stanford Working Group), Federal Education Programs for Limited English-Proficient Students: A Blueprint for the Second Generation (Stanford, CA: Stanford University, June 14, 1993). See also U.S. Department of Education, Reinventing Chapter 1: The Current Chapter 1 Program and New Directions, final report of the National Assessment of the Chapter 1 Program (Washington, DC: Author, 1993).
10. L. V. Pierce and J. M. O'Malley, Performance and Portfolio Assessment for Language Minority Students, Program Information Guide Series (Washington, DC: National Clearinghouse for Bilingual Education, Spring 1992).
11. J. A. O'Day and M. S. Smith, "Systemic School Reform and Educational Opportunity," in S. Fuhrman (Ed.), Designing Coherent Educational Policy (San Francisco: Jossey-Bass, 1993).
12. R. Milk, C. Mercado, and A. Sapiens, Rethinking the Education of Teachers of Language Minority Children: Developing Reflective Teachers for Changing Schools, Occasional Papers in Bilingual Education, Number 6 (Washington, DC: National Clearinghouse for Bilingual Education, 1992).

TITLE VIII IMPACT AID

What's New

Simplify the formula for payments for federally connected children.

Improve equity by targeting available funds to those school districts most genuinely burdened by federal activities and by considering the real cost of education in each state as well as the share of those costs that are provided from local resources.

Eliminate payments for children who either live on or whose parents work on federal property (but not both), commonly referred to as "b" children.

Provide for a one-time payment for students moving to a school district as a result of base realignment and closure activities.

Eliminate payments for federal property (Section 2 of the current law).

Provide formula payments for construction activities to meet specific needs of school districts in place of current discretionary grant activities.

The Impact Aid program, first enacted in 1950, compensates school districts for the burden placed on their resources by federal activities. This burden can occur in two ways:

- Federal ownership of local real property, because it is tax-exempt, may reduce funds available for education in the school district.
- Federal activity may increase the number of students that a school district must educate without generating additional tax revenues to support their education. The current statute recognizes two categories of federally connected children: "a" children, who include children living on Indian lands and children who both live on federal property and have parents who either work on federal property or are on active duty in the uniformed services; and "b" children, who either live on federal property or have parents who work on federal property (but not both).

What We've Learned

Congress, the Administration, and the Impact Aid community agree that the program needs major reform. The current entitlement calculation and payment formulas are excessively complex. Moreover, the provisions governing the distribution of funds on behalf of federally

connected children are riddled with equity problems relating to differential payment rates, inaccurate assumptions about local contribution rates, and payments for children who do not represent a real federal burden on local school districts.

Several statutory provisions have the effect of compensating similarly situated local educational agencies (LEAs) at very different rates. For example, districts that meet the eligibility threshold are compensated for *all* of their federally connected students, while districts that fall just below the threshold receive nothing. Similarly, districts with high concentrations of federally connected students (e.g., "super a" and "sub-super a" districts) receive a higher payment rate, often resulting in widely varying payments for relatively comparable districts.

In addition, some districts receive disproportionately large payments because entitlements are based on a contrived "local contribution rate" (the share of the cost of educating a child that is assumed to come from local sources). Current law permits applicants to select a local contribution rate based on the higher of one-half the state average per-pupil expenditure or one-half the national average per-pupil expenditure. This convention causes two kinds of inequities. First, because school districts may use the national average per-pupil expenditure to compute their local contribution rates, districts in low-spending states receive payments that are disproportionately large relative to actual local costs, causing a windfall for these school districts. Second, the provision assumes that the state is providing half of the district's revenues; in reality some states provide a much greater share while others provide relatively little. For example, New Mexico provides 72 percent of total revenues for local education from state resources, while New Hampshire provides only 8 percent. As a result, the Impact Aid formula generally over-compensates local school districts in states with strong state funding programs.

Furthermore, the law's extremely complex hold-harmless provisions result in the use of outdated local contribution rates based on 1985 data on average per-pupil expenditures.

Another problem concerns payments for "b" children, who generally do not impose a real burden on their school districts. Most "b" children have parents who work on federal property but live on non-federal property that is on the local tax rolls and generates property tax revenues for the local school district. For example, Fairfax County, Virginia receives Section 3 funds for many "b" children whose parents work at the Pentagon in Arlington County but live and pay taxes in Fairfax County; these children place no greater burden on Fairfax County than any other child whose parent commutes to a private-sector job in a neighboring county. Because recent appropriations have been well below total entitlements and appropriations are unlikely to increase in the next few years, payments for "b" children divert scarce funds from districts with "a" children, who represent a far greater burden on their district.

Section 2 payments for federal property also pose significant equity problems. Only federal property acquired after 1938 is eligible for compensation, yet districts where property was

acquired in 1940, for example, are no different from districts where property was acquired before the cutoff date. Most eligible property was acquired more than 30 years ago, so local communities have had ample time to adjust to the loss of tax base and develop alternative revenue sources. In some instances, the federal presence actually has increased local property values and the local tax base, as with the establishment of the Air Force Academy in Colorado. In other cases, other federal agencies provide annual payments in lieu of taxes to local governments for federal property over which the agency has jurisdiction, thus providing double compensation to these districts. Finally, about one-third of all Section 2 recipients also receive funds under Section 3, so they are doubly compensated under the Impact Aid program.

The current construction program is a morass of overlapping program authorities, confusing eligibility requirements, and cumbersome administrative procedures. Current priority lists include hundreds of construction projects, but annual appropriations have provided enough for only two or three new projects each year and some applicants have been on the priority lists since 1967.

What We Propose

Our proposal for reauthorization:

- Simplifies the payment formula and equitably targets available funds to those school districts most genuinely burdened by federal activities. Our proposal replaces the current payment provisions with a simpler and more equitable formula for Basic Support Payments on behalf of federally connected children who *both* live on federal property and whose parents work on federal property or are in the uniformed services, as well as children living on Indian lands.

The new formula considers only three factors: (1) the number of federally connected children being served by a local school district; (2) the cost of educating those children, as measured by the state's average per-pupil expenditure; and (3) the average share of revenues for education expenditures that is provided from local sources in each state. These three factors would be multiplied together to determine the maximum Basic Support Payment a district can receive. If annual appropriations were insufficient to pay this full amount to each school district, then all payments would be ratably reduced. This proposal will simplify and phase out the hold-harmless provisions and eliminate differential payments to districts with different concentrations of federally connected students (e.g., "super-a" payments).

- Eliminates payments for children who either live on or whose parents work on federal property, commonly referred to as "b" children, but also eliminates the eligibility threshold, so that a district that currently receives payments on behalf of "a" children will continue to receive payments even though it may currently rely on "b" children to reach the eligibility threshold.

- Attaches a slightly greater weight (125 percent) to children living on Indian lands, as provided under current law, to give additional compensation to school districts that face additional costs (such as transportation) in educating these children.
- Provides separate supplemental payments for certain federally connected children with disabilities. As under current law, military dependent children and children living on Indian lands who have disabilities would continue to generate additional payments for their school districts. These payments would be provided through a separate formula that takes into account the relative share of the cost of educating these children in each state, similar to the Basic Support Payment formula.
- Continues the policy begun in FY 1993 of basing payments on students enrolled the previous year. This allows districts to receive payments earlier in their fiscal years because their student data will have been submitted and reviewed prior to the beginning of the Federal fiscal year and provides a phase-out payment for districts whose federally connected students have declined significantly due to base realignment and closure activities.
- Provides supplemental assistance to LEAs that experience sudden and substantial increases in military dependent enrollments due to a base consolidation. The one-time payment of up to \$200 for each new military dependent student (for LEAs that meet a threshold requirement) would provide immediate relief for LEAs that are suddenly burdened by large increases in military children and must hire additional teachers.
- Eliminates payments for federal property (Section 2 of the current law) in order to focus available resources on Basic Support Payments, which would provide directly for the education of federally connected children.
- Distributes capital improvement funds on a per-capita basis to LEAs with 50 percent or more students residing on Indian lands to enable eligible LEAs to manage their own capital funds and meet their highest-priority capital improvement needs (including small-scale renovations and repairs).

How It Will Work

Let's assume that the Quarry Heights School District in Illinois has 37 federally connected students who are eligible for Impact Aid. These children are all military dependents. The average per-pupil expenditure in Illinois is \$5,171, and 61 percent of funds for local education in Illinois are provided from local taxes. Therefore, Quarry Heights' maximum Basic Support Payment is calculated as:

$$37 \times \$5,171 \times 0.61 = \$116,709$$

Let's assume further that when every school district's maximum payment is calculated, they all add up to \$1 billion. Congress has appropriated only \$700 million for Basic Support Payments, however, so each school district's payment is pro-rated at 70 percent. In this situation, Quarry Heights will be paid \$81,696.

TITLE IX GENERAL PROVISIONS

What's New

- Authorize states to consolidate state administrative set-asides.
- Authorize local education agencies to consolidate administrative funds.
- Consolidate set-asides to the Bureau of Indian Affairs.
- Authorize state and local education agencies to consolidate program applications.
- Establish a uniform set of ESEA assurances to be filed only once.
- Provide the Secretary with a broad waiver authority to ensure more effective operation of the programs.
- Establish a uniform maintenance of effort provision.
- Establish a uniform provision for services to private school students.
- Authorize state recognition of exemplary performance.

ESEA, Impact Aid, and Indian Education programs currently consist of more than 50 programs funded at approximately \$10 billion in fiscal year 1993.¹ Funds under most of these programs are provided to state and local educational agencies (SEAs and LEAs) to meet the educational requirements of children with special needs. Funds under the largest ESEA programs are distributed through formulas, while funds under other programs are distributed on a competitive basis.

What We've Learned

Educators and state and local administrators have criticized the fragmented and inflexible structure of ESEA. While there are some general provisions in the General Education Provisions Act (GEPA) and the Department of Education Organization Act that apply to these and other programs administered by the U.S. Department of Education, they are limited and do not greatly reduce fragmentation or provide much flexibility.

The changes for individual programs in the reauthorization proposal are beneficial and provide additional flexibility. But crosscutting provisions also are needed to address fragmentation, ensure coordination, promote equal educational opportunity, provide broader flexibility and discretion to SEAs and LEAs, enhance efficient and effective uses of funds, and improve accountability.

What We Propose

We propose that this title reiterate the key principles guiding reauthorization. These include offering greater flexibility in operations in exchange for greater accountability for results. Flexibility will permit consolidation of state administrative funds, provide a framework for consolidation of local administrative funds, allow some local discretion to use funds in needed program areas, ease administrative burden, standardize and ease certain fiscal requirements, and provide the Secretary with authority to waive program requirements in cases where those requirements undermine reform efforts. New relationships will also be established with the Bureau of Indian Affairs (BIA) through a consolidated set-aside that is based upon an agreement about how Department of Education funds will be used to achieve better results for Indian children in BIA-contract or BIA-operated schools.

Our proposal for reauthorization:

- Allows for consolidation of set-asides for state administrative funds. SEAs would be allowed to consolidate their administrative funds under ESEA formula grant programs (e.g., Title I programs, Professional Development, and Safe and Drug-Free Schools). Under current statutes, SEAs have separate set-asides for program administration. Currently these amounts may be used only for the administration of the program in question and must be accounted for separately, resulting in fragmented administration and burdensome recordkeeping for time distribution.²

Under the new proposal, an SEA could use its consolidated administrative funds to administer all of the programs in question, as well as for broader purposes such as encouraging the use of program funds to establish peer review mechanisms, facilitating program coordination, disseminating information on model programs and practices and providing technical assistance.

- Allows for the consolidation of local administrative funds and the study of local administrative practices. LEAs with the approval of their SEA, will be able to combine administrative funds under formula grant programs (e.g., Title I programs, Professional Development, and Safe and Drug-Free Schools) up to a percentage determined by the SEA. Within one year of the enactment of the Improving America's Schools Act of 1993, an SEA and its LEAs must establish this limitation on administrative funds. As with the SEA consolidated administration costs, the LEA consolidated funds could be used to administer all of the programs in question, as well as for broader purposes.

Under each current statute, LEAs may spend separate program funds on program administration, resulting in the same burdensome recordkeeping and fragmented administration that SEAs experience.³ Because recordkeeping and administrative practices vary considerably across LEAs, it is not clear how much actually is spent on LEA administration. The new Title IX would authorize a study of the use of administrative funds by LEAs and by SEAs, the findings of which would be reported to the President and Congress.

These provisions should result in less burden to the LEAs, and more program funds for instruction.

- Consolidates BIA set-asides. Under many current programs in ESEA, the Department provides funds to the BIA to operate BIA-contract or BIA-operated schools. The proposal merges the set-asides into a consolidated set-aside for all covered programs, and provides for a limitation on funds (1.5 percent) spent for administration. This eliminates some of the current administrative problems caused by fragmented programs, makes these funds more available for integrated systemic reform, and focuses the funds on non-administrative, instructional services. The new relationship between the Department and the BIA will be embodied in an agreement that sets out how the set-aside will be used to achieve the purposes of the programs, how progress will be gauged, and what steps will be taken to ensure progress.
- Authorizes consolidated state ESEA applications rather than individual program applications. Under some of the formula programs subject to reauthorization, such as Drug-Free Schools and Communities, the state submits an application or a state plan that sets forth statutory assurances and statutorily required information (e.g., how the allocation of funds will be carried out). Chapter 1 currently does not require a state application, but a provision for the submission of state plans in Title I is proposed in the reauthorization bill.

In lieu of these plans or applications, the proposal *permits* states to file a consolidated state application. The application will substitute for individual program plans and applications. The content of the consolidated state application would be established through a collaborative effort involving the Secretary, state education agencies, and other interested parties.

The new provision would relieve states of the burden of filing separate, unrelated documents for each program, and *may* encourage a more holistic approach to the review of plans and applications at all levels of governance.

- Establishes uniform application assurances regarding administration, accountability, and evaluation, including assurances on state complaint procedures. These assurances would be filed only once by each applicant for all ESEA programs.

- Establishes a broad waiver authority. It is impossible to anticipate all of the particular situations in which federal program requirements might inhibit effective program operations. This waiver authority allows the Secretary to address these situations.

This broad waiver authority will provide relief in cases of unanticipated circumstances in which an SEA or LEA needs relief from federal requirements to more effectively implement a program. In such cases, the Secretary may waive for up to 3 years a particular statutory or regulatory requirement.

The provision is modeled generally after other federal waiver provisions (such as Section 1115 of the Social Security Act, which contains broad waiver authority to support demonstration programs under the AFDC and Medicaid programs). GEPA contains no comparable authority. The waiver authority will not apply to certain laws and regulations such as those involving Civil Rights, the Individuals with Disabilities Education Act or to requirements regarding the participation of private school children.

- Makes the maintenance of effort and related provisions uniform. The reauthorization provides uniform standards for maintenance of effort (90 percent), broadens the waiver provision applying to maintenance of effort, and makes the sanction for noncompliance proportionate to the amount by which the recipient fails to meet the requirement. Making the maintenance of effort uniform maintains basic funding levels while easing burdens to encourage innovation and reform. Title IX would also extend to all ESEA the present Chapter 1 provision precluding reduction of state aid to programs of local education agencies, based upon the receipt of ESEA funds.
- Specifies services to private school children. The general section of ESEA will contain a uniform and more effective set of provisions to ensure that private school students receive equitable services, including stronger provisions for consultation in the design of programs and for the use of third party contractors. The current provisions for serving private school students in each of these programs vary and do not contain uniform administrative provisions. The provision would apply to formula grant programs that presently involve participation of private school children, as well as to programs under Title VII, and authorize the Secretary to extend the provision to other ESEA programs.
- Balances compliance and performance accountability. In general, this bill provides more balance between compliance, improved performance, and results than the present version of ESEA. The current focus on compliance matters has been criticized by state and local officials as inhibiting innovation and reform; many resources are focused on resolving compliance matters that are often years old. In many parts of the bill, we propose providing much greater flexibility in exchange for a commitment to achieving better educational results. For example, Title IX would

authorize an SEA to set aside a portion of its grant under several ESEA formula grant programs to make recognition awards to LEAs and schools that demonstrate outstanding program improvements. Recognition will be based on improvement in performance rather than comparisons among schools. This establishes an incentive for positive results and for focusing on achievement. The present legislation contains no such authority.

Notes

1. U.S. Department of Education FY 93 Budget.
2. For example, see B. Turnbull, M. Wechsler, and E. Rosenthal, Chapter 1 Under the 1988 Amendments: Implementation from the State Vantage Point (Washington, DC: Policy Studies Associates, Inc., 1992).
3. M. A. Millsap, et al., Chapter 1 Implementation Study: Interim Report (Washington, DC: U.S. Department of Education, 1992).

**AMENDMENTS TO THE
GENERAL EDUCATION PROVISIONS ACT**

AMENDMENTS TO THE GENERAL EDUCATION PROVISIONS ACT

What's New

Revise GEPA to eliminate obsolete, unnecessary, or redundant provisions; encourage joint funding of projects; reduce record retention burden; facilitate timely funding of grant applications; and generally provide greater flexibility in administering federal programs.

Revise GEPA to put the Department on equal footing with other federal agencies.

Remove restrictions in GEPA on the Department's rulemaking process in order to expedite the award of the grants.

Eliminate the grantback provision in GEPA in order to strengthen accountability.

Provide in GEPA a new provision to promote equity for students and teachers in all federally supported programs.

The General Education Provisions Act (GEPA) governs crosscutting issues applicable to the U.S. Department of Education and its programs. It covers such areas as Department organization and authority, availability of appropriations, program administration, regulations procedures, advisory committee procedures, and enforcement.

What We Propose

As part of the ESEA reauthorization, we propose comprehensive amendments to GEPA.

GEPA has not been substantially revised since before the enactment of the Department of Education Organization Act (DEOA) in 1979. Accordingly, GEPA contains many outdated, obsolete, and overlapping provisions and references that need revision, as well as provisions that impede flexibility or impose a needless administrative burden.

Our proposal also recognizes the responsibility to provide equal opportunity for *all* students and teachers through our programs. Although several titles in the legislation deal specifically with ensuring equal learning opportunities, we propose a new provision in the revised GEPA to ensure equity for students and teachers in all programs supported by the Department.

Our proposal for reauthorization:

- Simplifies the statute to reduce confusion for grantee, staff, and public alike; provide greater flexibility in federal and grantee administration; and address issues of micro-management. To this end:
 - (1) References to offices and positions deleted as a result of the DEOA are eliminated in GEPA; authority for carrying out GEPA functions is placed in the Secretary of Education;
 - (2) Obsolete and needless provisions are repealed;
 - (3) Overlapping provisions covered in both GEPA and DEOA are repealed and DEOA provisions are revised to ensure that the authority in question is stated fully and only one time;
 - (4) For remaining provisions of GEPA, GEPA is extended to all programs of the Department, including those administered by the Rehabilitative Services Administration;
 - (5) Rulemaking procedures are simplified by making Department rulemaking subject to the provisions of the Administrative Procedure Act (5 U.S.C. sec. 552, 553) that apply to all government agencies, and by repealing the special agency-specific rulemaking procedures, a change that would expedite the grantmaking process;
 - (6) The special advisory committee requirements in part D of GEPA are repealed in favor of the government-wide Federal Advisory Committee Act;
 - (7) Burden is reduced for state and local educational agencies by removing the special five-year record retention requirements in section 437, leaving these agencies subject to the government-wide three-year requirements;
 - (8) Cooperative arrangements between the Department and other agencies, and among grantees using multiple program authorities, are enhanced by joint funding provisions (in place of the present section 421A(c) of GEPA);
 - (9) The frequency of evaluation reports is reduced, thus conserving administrative resources and permitting them to be spent on performance and results-oriented review;

(10) The authority is clarified to integrate and coordinate education programs across agency lines and to work efficiently with other federal agencies on education-related matters; and

(11) The grantback authority in section 459 of GEPA is repealed to put the Department on equal footing with other agencies, and strengthen accountability.

- Includes a new provision to address equity for students and teachers. This provision would seek to ensure equal opportunities for students and teachers to participate in any program administered by the Department. Each applicant for funds under an applicable program would be required to describe in its application the steps it would propose to take to ensure equitable access and participation by addressing the special needs of students, teachers, and other program beneficiaries to overcome barriers to equitable participation including barriers based on gender, race, color, national origin, disability, and age. The Secretary would be authorized to establish criteria and provide technical assistance under this provision.

AMENDMENTS TO OTHER ACTS

AMENDMENTS TO OTHER ACTS

Introduction

Although the Elementary and Secondary Education Act includes the vast majority of programs serving our nation's students, we are proposing amendments to several other education programs to support our proposed changes in ESEA. These programs include the Individuals with Disabilities Education Act and the Stewart B. McKinney Homeless Assistance Act.

AMENDMENTS TO THE INDIVIDUALS WITH DISABILITIES EDUCATION ACT

What's New

Require all children with disabilities to be served under programs authorized by the Individuals with Disabilities Education Act.

Repeal the authority for the Chapter 1 Handicapped program.

The Chapter 1 Handicapped program provides funds for services to children with disabilities, from birth through 21 years, who are in state-operated or supported schools or programs, and children who were formerly in such programs or schools but who have transferred to local educational agency (LEA) programs. Funds are distributed to states based on child counts weighted by each state's per pupil expenditure. Children served under the Chapter 1 Handicapped program receive the same kinds of services as those provided under the Individuals with Disabilities Education Act programs and have the same rights and procedural safeguards.

About 250,000 children are served under the Chapter 1 Handicapped program; 75 percent are aged 3 through 21 and the remainder are less than 3 years old. The 3- through 21-year-olds represent about 4 percent of the total number of children in this age range receiving special education and related services.

What We've Learned

The Chapter 1 Handicapped program was first authorized a decade before the enactment of Public Law 94-142 (the Education of the Handicapped Act), which requires states to provide all children aged 3 through 21 with a free appropriate public education.

Since the enactment of the Education of the Handicapped Act [now the Individuals with Disabilities Education Act (IDEA)], Congress and the General Accounting Office (GAO) have questioned the need for continuing the Chapter 1 Handicapped program. GAO's May 1989 report to Congress recommended that the program be merged with programs under the IDEA. Congress, through appropriations, has begun the process of merging the Chapter 1 Handicapped program with the IDEA programs.

The program sends almost 50 percent of its appropriation to five states; merger with the IDEA programs will eliminate this inequity in the allocation of special education funds. The merger also will eliminate the administrative costs at the state and federal levels of preparing and processing a separate application and operating a separate program.

What We Propose

Our proposal for reauthorization:

- Repeals the authority for the Chapter 1 Handicapped program—all children with disabilities will be served under programs authorized by the IDEA.
- Ensures that states and state-operated and supported schools and programs are not adversely affected by the merger by:
 - Amending the IDEA Grants to States and Grants for Infants and Families program to provide that for 1995, 1996, and 1997 states will receive no less under the IDEA programs than they had received, in total, under IDEA and the Chapter 1 Handicapped programs in 1994; for 1998 and 1999, should the number of children counted decrease, the hold-harmless amount would be reduced by the percentage by which the number of children declined from the number counted in 1994.
 - Amending the IDEA Grants to States program to require states to give state-operated and supported programs in 1995 and 1996 the same amount per child that these programs received in 1994 for each child they served under the Chapter 1 Handicapped program; allow states, at their discretion, to give this amount to LEAs for children who have transferred from state-operated and supported programs.
- Requires states to treat state-operated and supported programs, and schools receiving funds in 1994 under the Chapter 1 Handicapped program, as LEAs for the purpose of distributing funds under the Grants to States and Preschool Grants programs.
- Distributes \$34 million of the IDEA funds appropriated in 1995 for Grants for Infants and Families on the basis of the actual number of children being served; distributes the remainder on the basis of population.

AMENDMENTS TO THE STEWART B. MCKINNEY HOMELESS ASSISTANCE ACT

What's New

Focus on enabling homeless children to achieve the same standards expected of all children, regardless of where they attend school, and making those who need it eligible for Title I services.

Eliminate the requirement to report the count of homeless children, and add a requirement that states describe the activities they undertake to identify homeless children, determine their needs, and report the results of these activities.

Provide transportation, to the extent possible, at no cost to homeless children and youth.

Encourage extension of program services to preschool children and require equal access to available public preschool programs.

Require school districts to abide by a parent or guardian's request to enroll a homeless child in a particular school, unless there is a compelling reason not to do so.

Make changes to eliminate confusion and unnecessary limitation of state and local efforts; for example, eliminate the distinction between "primary" and "related" activities.

Require school districts in which homeless children reside or attend school to designate a staff person to serve as a homeless liaison.

Homeless children face serious obstacles in obtaining an education, over and above the problems that affect other poor children. Frequent moves interrupt their program of studies and require them to adjust continually to new schools. And since teachers and school staffers have less time to get to know the children, special needs such as disabilities may go undetected or may not be dealt with adequately.

The Stewart B. McKinney Homeless Assistance Act is intended to ensure the right of homeless children and youth to have access to a free and appropriate public education. The McKinney Act calls on states to review and revise their laws and policies to eliminate barriers to the enrollment, attendance, and success in school of homeless children and youth (for example, by waiving residency requirements) and to include homeless students in the mainstream school environment. The 1990 amendments to the McKinney Act sought to encourage a greater awareness among educators, educational administrators, and members of

local communities of the needs of homeless students, and authorized subgrants to school districts to support special projects.

What We've Learned

The current legislation requires every state to conduct a count of homeless children and report the results to the Department. Counting homeless children is a daunting task, and districts and states use methods of varying accuracy. The result is that time, energy, and funds are expended to produce numbers that are of little or no use at the state or federal level.¹ It is useful, however, for states and LEAs to know the concentration and location of homeless children, and whether they are enrolled in, attending, and succeeding in school.

The current law also must be revised to better address the needs of homeless children. The law does not deal adequately with a major barrier that homeless children face—the cost or difficulty of transportation from their temporary residence to school.² States and districts may resist providing transportation because of the cost. Moreover, despite the fact that religious institutions operate some of the best programs for homeless people (and in some locales, the only programs), the current law prohibits the use of funds to provide before- and after-school services at sectarian facilities.

Moreover, large numbers of homeless children are preschool age. Preschool is a crucial developmental time, when children are learning about themselves and their world and developing skills and abilities that they will use later to take advantage of the academic instruction provided in school.³ Disadvantaged children, including homeless children, may have a harder time getting what they need to become ready for school, and can thus benefit greatly from preschool programs. However, the current law does not make clear whether it covers services to preschool children or ensures them equal access to existing public preschool programs.

Certain aspects of the legislation (some rather technical) have proved confusing or counterproductive. For example, school officials are not required to comply, where it is feasible, with a parent's request to place a child in a particular school. The requirement that states ensure "to the extent practicable" that districts will comply with the law has been used in some cases to evade responsibility for meeting the needs of homeless children. The distinction between "primary" and "related" activities has been found confusing and inhibiting to state and local officials. The \$50,000 small state minimum is too low to permit each state to conduct an adequate program.

What We Propose

Our proposal will clarify the legislation and increase state and local flexibility.

Our proposal for reauthorization:

- Focuses on enabling homeless children to achieve the same standards expected of all children by making them eligible for Title I services regardless of where they attend school.
- Eliminates the focus on remedial education and substitutes a focus on high-quality academics in the references to educational services.
- Requires that state plans be reviewed through a peer review process.
- Adds a requirement that states describe their activities to identify homeless children and determine their needs and the results of these activities. This replaces the child count requirement, enabling states to focus on serving children rather than on creating numbers to meet a federal requirement.
- Adds a requirement that transportation be provided, to the extent possible, at no cost to homeless children and youth.
- Encourages extension of program services to preschool children, by clarifying that activities for these children can be funded and by requiring equal access to available public preschool programs.
- Takes full advantage of the range of available community services for homeless children, permitting before- and after-school services to be provided on public and private property, including sectarian property where this is constitutionally permissible.
- Requires school districts to abide by a parent or guardian's request to enroll a homeless child in a particular school, unless there is a compelling reason not to do so.
- Makes the following changes to eliminate confusion and unnecessary limitation of state and local efforts: deletion of the phrase "to the extent practicable"; elimination of the distinction between "primary" and "related" activities; and elevation of the small state minimum to \$100,000.
- Requires that all districts in which homeless children reside or attend school designate a staff person to serve as a homeless liaison.

Notes

1. National Association of State Coordinators for the Education of Homeless Children and Youth, Position Document on the Re-Authorization of Subtitle VII-B of the Stewart B. McKinney Homeless Assistance Act (Austin, TX: Author, 1990), ED 329 603.1.
2. L. Ely, et al., Broken Lives: Denial of Education to Homeless Children (Washington, DC: National Coalition for the Homeless, 1987), ED 292 897.
3. Y. Rafferty and M. Shinn, "The Impact of Homelessness on Children," American Psychologist 46/11 (1991), pp. 1170-1179.

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want to go," says Mr. Lin. "And you have to have an action plan for getting there—a dynamic plan that can evolve and grow." In coordination with the superintendent, Mr. Lin has enlisted an array of community leaders and groups as partners in the Parker plan. The mayor's office, the local hospital, a university, the newspaper, the chamber of commerce, various businesses, parents—everyone has a role in helping students and teachers do a better job. To keep them engaged and energized, Mr. Lin convenes weekly meetings and produces a newsletter, and creates other opportunities for partners to communicate regularly with each other, and to tell the community about the progress of their efforts. He constantly feeds them information on the performance of students, so they can modify the plan and fine-tune activities in support of reaching their goals.

At the heart of the plan is the overhaul of instruction, in which every teacher at Parker is involved. They're designing lessons that are problem-driven, discovery-oriented, and organized around tasks that are interesting to students and that require students to use essential skills. Many lessons are interdisciplinary; many are team taught. These efforts are supported, in part, by another ESEA program, schoolwide Title I funds. Those funds also enabled Parker to hire a part-time math specialist who team teaches several days a week with a lead math teacher. The specialist also leads an "articulation group" of teachers from all the school's grades, kindergarten through 6th grade, along with local preschool teachers. The group is outlining what children need to know and be able to do in math at each grade level. Similar articulation groups are doing likewise in reading, writing, science, and other subjects.

Mr. Lin has requested waivers from half a dozen state and district regulations that stand in the way of the Parker plan. For instance, Parker wants to add 30 minutes to the daily schedule four days a week, to make time for staff development and planning on Wednesdays. On Wednesday afternoons, students would participate in an "academic enrichment" program and community service, both organized and staffed by a local college and its students.

The principal recruits parents to become involved in their children's education, both at home and in the school, and provides parenting and study skills workshops, adult education and GED courses, and job training. One class introduces parents to Parker's "lending library" of games and books they may check out to reinforce their child's progress toward specific skills.

Working with Mr. Lin, social service agencies have established school-linked services. Through these connections, families are referred to services, and children receive health screenings.

With support from the federal Safe and Drug-Free Schools program, the PTA is spearheading an effort to insulate Parker's children from the inner-city violence around them. The PTA recruits and coordinates volunteers who escort children through dangerous neighborhoods to school.

Parker and its articulation groups are working with the nearby middle school and high school to define what challenging material students ought to learn at each level, and to continually improve instruction. "We're not there yet," says Lin. "But thanks to the commitment of teachers, parents, and the community, an ethic of learning is taking root in our classrooms, and in the community."